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AUTHOR Harris, Kenneth A.; Dowe, Ronald R.
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ABSTRACT

A criterion-based assessment procedure was used to evaluate the success of court-ordered desegregation and educational programs in Detroit, Michigan. A monitoring commission was appointed to effect this assessment. This report begins by describing the commission and assessment procedures. The next portion of the report is devoted to materials which outline the criteria the commission used to assess high schools. The materials are divided into three sections: broad criteria, minimal criteria for the initial assessment, and descriptions of staff action for further assessment of individual schools. This is followed by graphs and tables of data used as examples of high school assessment profiles. Newspaper clippings and court memoranda pertaining to school desegregation are also included. (MK)

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Detroit School District
United States District Court
Monitoring Commission

1008 Federal Building, Detroit, Michigan 48226
226-6363

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DETROIT HIGH SCHOOL PROFILES: CRITERIA-BASED MONITORING OF DESEGREGATION

(1 APRIL 1980)

KENNETH A. HARRIS

RONALD R. DOWE

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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Detroit High School Profiles: Criteria-Based Monitoring of Desegregation

Background: The Monitoring Commission

The U. S. District Court of Eastern Michigan, Southern Division, in October 1975, as part of the Detroit School District desegregation order (Bradley v. Milliken) created a Monitoring Commission to audit the schools' desegregation efforts.

In his 15 August 1975 Opinion, Judge Robert E. DeMascio had held that it was the obligation of the court to oversee the efforts made and progress attained in the implementation of his orders. At the same time the court opined that "Detroiters know that the vitality of their city depends upon the excellence and stability of their school system" (Memorandum Opinion at page 121). Consequently, a court-appointed Monitoring Commission was created responsible only to the court, to effect a monitoring system designed to assist the efforts made by the Detroit Public Schools to implement the court's desegregation effort. The monitoring system was to be characterized by:

(1) A commission sufficiently large to ensure broad citizen participation.
(2) An "Executive Committee" to manage the commission.
(3) A professional staff to provide support services, drawing advisory assistance from state and private universities.
(4) Assistance from state institutions to provide supervisory and support staff needed to analyze and report on information obtained.
(5) Subcommittees (twelve) to examine the component provisions of the order to provide input for evaluation by the professional/advisory staff and the Executive Committee. (see appendix)

The State Superintendent of Public Instruction, Dr. John W. Porter, at the direction of the court provided the initial elements of the plan and facilitated the support of state institutions. The commission's offices opened in November 1975.

Pursuant to the court's orders, the State supplied necessary support and the commission was appointed and began operation with broad representation from educational institutions, businesses, and labor unions. Additionally, large urban/public-interest oriented groups such as the Urban League, League of Women Voters, and the urban coalition, New Detroit, Inc., were represented. In order to expand community representation, the twelve subcommittees responsible for monitoring individual educational components of the order (e.g., "Reading," "Testing") comprised community representatives as well as educational professionals.

By January 1976, when the desegregation order was to be implemented, the commission had further augmented its broad community base by recruiting and training a corps of volunteer monitors who were to be responsible for on-site observations, interviews, and data collection in the 283 Detroit Public Schools. Thus, within three months of its inception, the commission was on-site, trained, and engaged in monitoring tasks when the buses rolled.

The Monitoring System

While the commission was busy designing "The Monitoring System" (finished by the summer of 1976) the volunteer monitors were collecting broad, programmatic, objective-referenced data that was analyzed in cross-district terms. Data would be collected at the request, e.g., of the "Counseling" subcommittee or "Pupil Reassignment" subcommittee, that would reflect on the overall District level of implementation. This was analyzed and reported to the court, the parties to the case, and the community (through news conferences) along with programmatic recommendations.

After a year of reporting system-wide information it was clear that a different approach might be necessary. The commission's reports that, e.g., the "Reading" component was "unevenly" implemented or that the "Student Code of Conduct" was not uniform through the system had resulted in some program or policy changes at the Central School Board level, but the 283 local schools were frequently not uniformly affected. Moreover, the schools clearly needing improvement were often untouched by the central administration's edicts.

The Detroit Public Schools comprise eight regions. Each of the eight regional administrations answers to a regional school board, which, although represented on the Central Board of Education, is politically independent. The Central Board of Education therefore has no clear administrative authority over the local school. The court's efforts to remedy the effects of past segregation, the court-ordered programs intended to improve the quality of education at the local schools, were, thus, frequently thwarted by the schools' political and administrative organization.

The problem of local school program implementation required a new tack. A new approach was derived from the existing "Monitoring System." The "Monitoring System" had been designed for the commission by its staff and had been presented to all parties to the case at a "Retreat" in September 1976. The design began in the review of the desegregation orders wherein staff identified the desegregation goals and actions ordered by the court. A lengthy process involving interaction with the subcommittees of the Monitoring Commission resulted in determinations of measures for auditing the progress of implementation of each component of the court's orders, identified objectives, and proposed activities of staff.

The General Superintendent of Detroit Public Schools, Dr. Arthur Jefferson, facilitated the design process throughout by providing both information, (e.g., regarding programs, procedures, plans, and proposed timelines) and access to the central administrative staff for liaison. All proposed plans and monitoring instruments designed as part of this system were thereafter shared with the central and regional administrations for their information and counsel.

The "Monitoring System" utilized information gathered both by volunteer monitors and through staff interaction with the schools' administration. Each identified desegregation goal and objective had a subsequent list of activities for staff and volunteers directed to the collection of information required for subcommittee analysis. The component subcommittees were then to review the staff reports and data and assess progress. Subcommittees were responsible for establishing criteria and judging levels of attainment according to indicators they set. These judgments would be reported to the Executive Committee to be transmitted to the court. The process was intended to provide the court all information necessary both to assess progress of implementation and to revise its desegregation orders to achieve the desired effects.

The New Tack: Criteria-Based Assessment of Individual Schools

The commission initiated this new approach in the Spring of 1978. Its aim was to determine how successfully the Detroit Public Schools delivered the benefits of the court-ordered educational programs to students. The project was to result both in reports on the relative ability of schools to implement these programs and in suggestions for further action. Recommendations to the parties to Bradley v. Milliken were expected to follow from this comparison of schools.

The format for comparison of schools' implementation of programs and the assessment of their ability to deliver program benefits to students are shown below (pp. R-15-17).

Comparison of schools--not evaluation of programs--was the first aim of this study. The project was to begin with high schools, then provide the same analysis for middle schools and, later, elementary schools. Although high schools were expected to show the least desegregation-ordered effects, because the benefits of the court's programs would only have effected the last two years of the current students' education, they were chosen because these students might leave school without desegregation-ordered benefits and this information was sought. Methodologically, because the commission was then without data processing equipment, the study of 23 high schools could proceed more readily than that of 180 elementary schools.

When the "Profiles" (the comparison of schools in terms of their levels of implementation of the desegregation programs) are completed, the commission can proceed to evaluate the benefits of the programs designed by the school system to achieve the goals ordered by the court. Before this can occur, the programs must be implemented; this study was intended both to reflect the degree of implementation and facilitate their completion.

The summary presentation of the assessment data was to be only part of the process that was expected to lead to the further improvement of Detroit's schools. The school system would have the option of explaining the diversity of results (the "successful" and "unsuccessful" schools), initiating indicated actions to improve less successful schools, or changing programs system-wide to achieve desired results. The data was not to provide answers so much as it was to raise questions and to locate discrete problems. If decisions were made to improve data-noted situations then part of the commission's charge would be satisfied.

It should be noted at the outset that neither final conclusions nor causal inferences were the end of the study. It was, rather, to illustrate the relative successes of schools as clearly as possible and to provide this information as the basis of action.

Methodology

The Monitoring Commission staff set out to develop an individual school assessment process that would allow for the following parameters:

(1) field-based, non-professional (volunteer monitors) collecting in-school data;

(2) data collected from central schools' administration sources, and other agencies, in addition to data collected from local school administrators, teachers, and counselors;

(3) court-ordered goals and identified objectives, that would be translated into assessment processes and judgements by diverse subcommittees comprising professionals and community volunteers; and

(4) assessments that could illustrate comparative actions of schools' administrators, suggest problems, reflect opinions, and at the same time provide scalable objective measurements that could be understood by a wide audience.

The methodology was continually refined as staff determined the feasibility of assessment techniques in terms of data processing and collecting limitations, volunteer monitor techniques, data reliability, usable sample populations, ultimate computerized data processing, and system resistance.

To deal with the problems inherent in volunteer, non-professional, in-school data collection, staff designed interview and data collection devices that would limit error.

The criteria-based assessment scheme was chosen because the "Monitoring system"--set as it was in terms of goals, objectives, and indicated assessment actions--lent itself to the parameter requiring subcommittees' indentification of criteria and subcommittees' judgements. Again, although the "Monitoring System" had been constructed using the subcommittee process and had the cooperation of the central administration as well as the support of the court, it lent itself readily to the new tack.

The Multi-Level Criteria-Based Assessment Process

With the assessment's purposes premised, and with the committee structure, and other parameters in mind, staff developed a three-level criteria-based process. Taking the goals of the court order as the starting point for each component, the "Monitoring System" had already provided stated objectives. An example follows.

Component: Counseling and Career Guidance

Desegregation Goal: to ensure that the schools assist students in their self-development and acquaint them

with the career training possibilities available in the system.

Monitoring System Objectives:

#1: to determine whether the school system is implementing its guidance and counseling plan.

#2: to ascertain the provision of a Community Advisory Committee in each school for the purpose of establishing and modifying policies with respect to guidance and counseling.

With these, at a meeting of the Monitoring Commission's Counseling and Career Guidance Subcommittee, a set of "broad criteria" were identified based on the court-ordered goals (see p. R-5). The "broad criteria" served then as the basis for more numerous "minimal criteria" that would be used for the initial assessment of individual schools.

The "minimal criteria" could specify discrete actions of the local school's administration that would stand as evidence of initial efforts to implement a particular segment of a partial program. These "minimal criteria" might be turned into interview items or designated documents to be collected by volunteer monitors. They served both to assess the ability of the local school administration to provide responses and (given that response) to suggest further staff action. This was termed "Assessment I."

"Staff action for further assessment of indicated schools" were derived from "minimal criteria." This resulted in a more discrete set of follow-up activities and questions pointing to the adequacy of the local school's responses to the questions or instruments of "Assessment I" based on "minimal criteria" (see, e.g., p. R-16). The "staff action" was to further determine the adequacy of the school's responses in terms of specific details of the local school's policy or program in a narrow area of the particular component program (see p. R-5). This assessment of adequacy of response led to the judgment termed "Assessment II."

"Assessment II" used monitor-collected responses, personnel lists, collected data, etc., to suggest the needed staff action. An examination of the data or list or responses might then suggest a need for staff to obtain records from that school.

At each level the data sought was to reveal more specifics of the local school's implementation of a particular program. For a final level of assessment, based on initially monitor-collected data, operational indicators were developed that could be applied to the data. "Assessment III" thus was a measurement of the local school's evidence of implementation of a particular court-ordered program in terms of compliance with specific criteria developed by the commission and applied to that school's data (see p. R-12 and R-16).

In sum, at level "I" the local school's ability to respond was assessed. At level "II" the adequacy of the response was assessed. At level "III" the data collected was assessed in terms of operational indicators of criteria-compliance.

Implementation of the Study

After the subcommittees and staff developed the criteria and indicators (see assessment schematic, p. R-3), survey instruments were developed to meet the parameters of the study. The school system was kept informed of the commission's intentions, and according to established protocols, the central and local schools' administrators were informed of the time-lines of a particular survey and of its requirements (see letters, pp. R-1, -2).

Volunteer monitors were assembled and briefed as to the standards and procedures of a particular survey and assigned to the high schools per the time-lines. After the data were collected, the monitors were reassembled to return the data instruments to staff and to discuss situations encountered in the survey. Thus, at each stage of the assessment, procedures and techniques were reexamined for their utility.

While the three-level assessment was in process, other data were being collected from the central administration department heads. This data resulted in various tables and "School Characteristics" profiles (e.g., see R-15).

Additionally, questionnaires were developed to elicit the opinions of teachers and counselors as to their assessment of the individual schools' delivery of services in the component areas (see pp. R-17-32). These questionnaires were provided to a selected sample population and resulted in a return of better than 70%.

High School Profiles: Impact

In the Fall of 1978 the various assessment instruments reached the local schools and other data were generated as planned. The data were hand-processed and analyzed during the Winter and the report was assembled for the commission in February 1979.

In March 1979, the commission held a "Retreat" to which all parties to the case were invited. The report was here formally presented to the schools' administration (after various elements and findings had been previously discussed). Following the "Retreat" the report, entitled Detroit High School Profiles--1978 Criteria-Based Assessment Summary, was officially forwarded to the court and released to the public at a news conference (see pp. R-33, -34).

In April 1979, the Executive Committee of the commission received and approved a set of recommendations based on the findings of the Profiles--Summary. These, too, were forwarded to the Detroit Public Schools and the other parties to the case: the N.A.A.C.P., the Detroit Federation of Teachers, the Michigan State Board of Education, and Governor Milliken. These, too, were forwarded to the court. The commission requested a response from the school system by 30 June 1979.

Judge Robert E. DeMascio, in a Memorandum and Order dated 30 May 1979, noted the findings of the commission's study and ordered a hearing to discuss appropriate action by the parties (see pp. R-35, -36). On 29 June the Detroit Public Schools filed a response to the Monitoring Commission's report (and recommendations) with the court. The court soon held hearings (on 23 July) and heard a discussion of the report and testimony from the Monitoring Commission Chairman, Fay O'Hare, and the General Superintendent, Dr. Arthur Jefferson. The judge then issued a Memorandum and Order (6 September 1979) in which he wrote:

> After reviewing the March 21, 1979 Monitoring Commission Report, we concluded that the Detroit Board has knowingly failed to implement the remedial programs ordered by the court in 1975. The evidence presented at the July 23, 1979 hearing on the Monitoring Commission Report fully supports our conclusion. That report, now a part of this record, is unrefuted and establishes that the Detroit Board is lagging in its implementation of court ordered remedial programs. (Memorandum Opinion, p. 3)
>
> . . . . .
>
> We are persuaded that the court must act to ascertain that its orders can be implemented. (p. 6)
>
> . . . . .
>
> IT IS FURTHER ORDERED that a hearing be held . . . at which time the parties will produce evidence from which the court may determine the steps to be taken to assure greater progress in the implementation of its desegregation order. (Order, p. 1)

Hearings continued through November 1979. In January 1980, the court ordered that the parties submit briefs to recommend actions that would ensure the implementation of the court's remedial desegregation orders. Since January 1980, various briefs with recommendations and counter recommendations, replys and responses to recommendations have been filed by the parties.

Actions recommended by the parties to the case include:

(1) Detroit Public School reorganization re authority of superintendents;

(2) an office of desegregation implementation;

(3) increased role of community in selection of local school principals;

(4) an administrative reorganiztion for program management;

(5) Monitoring Commission supervision of school-community relations program in 283 local schools;

(6) further studies of component program needs; and

(7) findings of contempt.

Judge DeMascio is currently preparing his orders.

1 April 1980

Detroit School District
United States District Court
Monitoring Commission

1008 Federal Building, Detroit, Michigan 48226
226-6363

7 November 1978

To All Region Superintendents and High School Principals:

The enclosed "Criteria for Assessment of Individual School's Delivery of Court-Ordered Programs" and the accompanying Schematic were adopted by the Monitoring Commission on 1 November 1978.

As you may know, it is the Commission's intention to apply these criteria initially in the assessment of high schools. This program is now underway. We hope to discover through this process what problems are being encountered. We also expect, on the other hand, to focus attention on successful schools and programs.

The set of materials enclosed outlines the criteria the Commission will apply. Criteria are presented, by component, in an arrangement intended to assist us in the identification process:

A. (Column 1) identifies the "broad criteria" indicated by the goals of the court's orders. These serve as the basis for
B. (Column 2) the "minimal criteria for the initial assessment of schools." These criteria will be used to design monitor's visits wherein documents will be gathered, opinion surveys will be distributed, and interviews will be given. From this data staff will determine which schools require further investigation and
C. (Column 3) "staff action for further assessment of individual schools." If, for instance, the data, lists of members, or other indicators of criteria satisfaction collected by monitors visits shows the need for further assessment, staff will operate to collect more data, analyze records, or perform on-site visits as indicated.

The results of these investigations will be transmitted to the "special committee" as shown on the enclosed schematic. This committee will review staff findings and report to the Executive Committee.

We hope that this program will result in our being able to supply the school system and parties to the case with information that will assist them in further improvement of Detroit's schools. If you have any questions or suggestions please contact me.

Yours truly,

Kenneth A. Harris
Executive Director

cc: Dr. Arthur Jefferson
Detroit Board of Education
Parties to the Case

Detroit School District
United States District Court
Monitoring Commission

1008 Federal Building, Detroit, Michigan 48226
226-6363

27 November 1978

TO ALL DETROIT HIGH SCHOOL PRINCIPALS:

A copy of our next school survey instrument is enclosed. This questionnaire will be taken to each high school by our volunteer monitors. It will be administered by two monitors in each school. They will set appointments in order to interview Principals as well as English and Counseling department heads. It would be helpful, and save your time, if the information requested herein could be assembled in advance in preparation for the interviews. This survey will begin on 6 December and be completed by 20 December.

You will note that several of the items requested herein may have been previously submitted by your school. In cases where we have received these items, and where they are current, the monitors will be instructed not to collect them in your school. From some high schools, for example, we have received current copies of the "Guidance and Counseling Department Plans and Goals." These will not be sought again.

Thank you for your continued cooperation. If you have any questions please contact me.

Yours truly,

Kenneth A. Harris
Executive Director

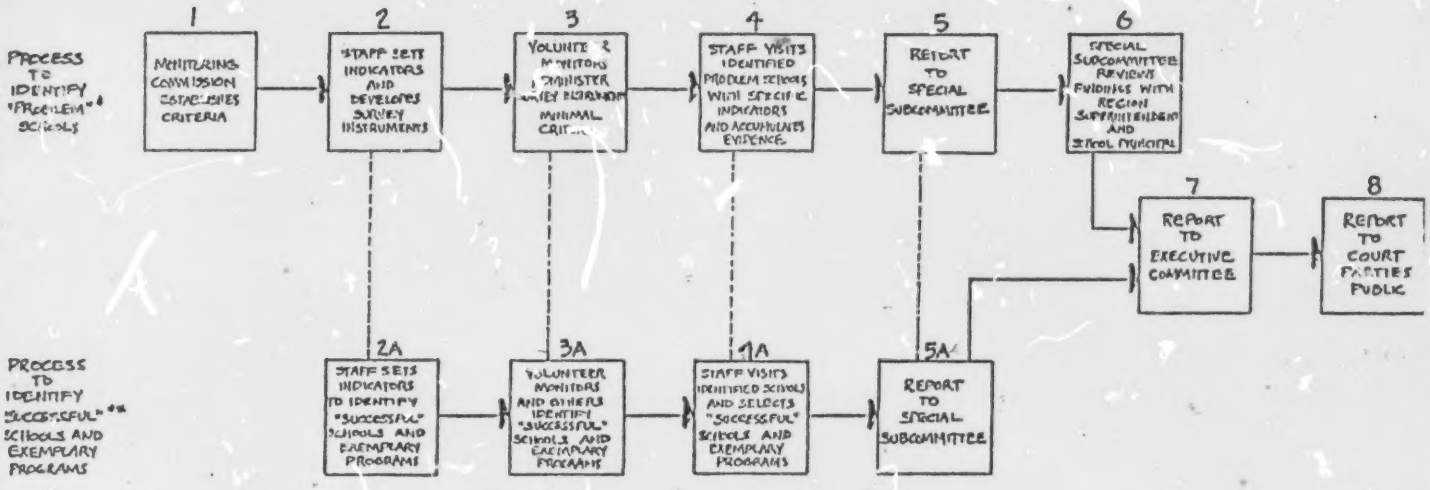
KAH:wh

enclosure

cc: Dr. Norman V. Fuqua
Region Superintendents

U.S. DISTRICT COURT MONITORING COMMISSION

SCHEMATIC FOR ASSESSMENT OF INDIVIDUAL SCHOOL'S DELIVERY OF COURT-ORDERED PROGRAMS


PROCESS TO IDENTIFY "PROBLEM"* SCHOOLS
1
MONITORING COMMISSION ESTABLISHES CRITERIA
2
STAFF SETS INDICATORS AND DEVELOPES SURVEY INSTRUMENTS
3
VOLUNTEER MONITORS ADMINISTER SURVEY INSTRUMENTS MINIMAL CRIT...
4
STAFF VISITS IDENTIFIED PROBLEM SCHOOLS WITH SPECIFIC INDICATORS AND ACCUMULATES EVIDENCE
5
REPORT TO SPECIAL SUBCOMMITTEE
6
SPECIAL SUBCOMMITTEE REVIEWS FINDINGS WITH REGION SUPERINTENDENT AND SCHOOL PRINCIPAL
7
REPORT TO EXECUTIVE COMMITTEE
8
REPORT TO COURT PARTIES PUBLIC
PROCESS TO IDENTIFY "SUCCESSFUL"** SCHOOLS AND EXEMPLARY PROGRAMS
2A
STAFF SETS INDICATORS TO IDENTIFY "SUCCESSFUL" SCHOOLS AND EXEMPLARY PROGRAMS
3A
VOLUNTEER MONITORS AND OTHERS IDENTIFY "SUCCESSFUL" SCHOOLS AND EXEMPLARY PROGRAMS
4A
STAFF VISITS IDENTIFIED SCHOOLS AND SELECTS "SUCCESSFUL" SCHOOLS AND EXEMPLARY PROGRAMS
5A
REPORT TO SPECIAL SUBCOMMITTEE

* "PROBLEM" SCHOOLS ARE THOSE IN WHICH REMEDIES AND BENEFITS OF COURT ORDER ARE NOT REACHING THE STUDENTS.

** "SUCCESSFUL" SCHOOLS ARE THOSE IN WHICH STUDENTS RECEIVE REMEDIES AND BENEFITS OF THE COURT ORDER.

10/78

BILINGUAL EDUCATION

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. The school has implemented a process for identifying students who are of limited English speaking ability as defined by P.A. 294.	1.1.1 The identification process has been applied. 1.1.2 LESA students are identified. 1.1.3 Eligible students are selected for services.	1.2.1 Staff visits 1.2.2 Analysis of process
2. Identified students are offered bilingual programs consistent with P.A. 294 and state guidelines.	2.1.1 All eligible identified students desiring it are placed in bilingual programs. 2.1.2 The content of programs is consistent with identified needs. 2.1.3 Parents are notified and have given permission consistent with P.A. 294. 2.1.4 Each bilingual class is staffed with certified personnel who have the appropriate bilingual endorsement.	2.2.1 Staff visit 2.2.2 Interviews with teachers and students 2.2.3 Analysis of program
3. The school with eligible students is represented on the District-Wide Bilingual Advisory Committee.	3.1.1 The school is represented on the Regional Bilingual Advisory Committee.	3.2.1 Staff inquiry

COUNSELING AND CAREER GUIDANCE

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. All personnel required for implementation of the modified program are in place according to Detroit Public School policy pursuant to the court-ordered plan.	1.1.1 The local school has guidance personnel assigned pursuant to program plans: a) one department head per modified program b) the counselor-student ratio is 1:300 c) the secretary-counselor ratio is 1:2	1.2.1 Staff analysis to determine adherence to policy and program plans
2. Counselors and guidance staff have received in-service training consistent with program plans.	2.1.1 Counselors are inserviced as appropriate. 2.1.2 Department heads are inserviced as appropriate in administrator workshops and group counseling. 2.1.3 Secretaries are inserviced as appropriate.	2.2.1 Interviews of staff
3. Guidance staff are performing tasks and fulfilling responsibilities consistent with job titles and role functions.	3.1.1 Guidance department head supervises and makes appropriate assignments of guidance secretaries and counselors in accordance with their role functions and skills developed via inservice training. 3.1.2 Counselors and secretaries perform work assignments consistent with role functions.	3.2.1 Interviews of staff
4. The school has a viable Guidance Advisory Committee.	4.1.1 The Guidance Advisory Committee is organized with representation recommended by the Central Guidance Department. 4.1.2 The Guidance Advisory Committee meets regularly and as appropriate. 4.1.3 The Guidance Advisory Committee has developed plans and goals.	4.2.1 Staff Analysis 4.2.2 Monitoring of meetings 4.2.3. Analysis of records
5. The local school performs adequate departmental and school guidance planning.	5.1.1 The local school has as part of its "Achievement Plan," guidance department plans and goals. 5.1.2 The "school guidance plan" includes pertinent activities and appropriate timelines.	5.2.1 Analysis to determine: a) comprehensivenes b) clarity c) assessment and evaluation

IN-SERVICE TRAINING

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. Local school personnel have received in-service training in each of the court specified areas: a) Teacher expectations b) Human relations c) Ethnic and racial awareness d) Purpose and nature of each component of the desegregation order.	1.1.1 Workshops have been offered in each of the court specified areas. 1.1.2 Staff and other designated groups have received appropriate in-service training in each of the court specified areas per the in-service plan.	1.2.1 Staff investigation 1.2.2 Further analysis of records 1.2.3 Interviews of staff and others
2. The local school has a "School In-Service Planning Committee" consistent with program plans.	2.1.1 The school In-Service Planning Committee meets as appropriate. 2.1.2 The School In-Service Planning Committee collects data as specified by program plans.	2.2.1 Analysis of records and reports

READING

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. The Practical Life Skills Program is in place per the Detroit Public Schools Reading Program.	1.1.1 The school has the appropriate number of P.L.S. kits. 1.1.2 Teachers have been prepared to use P.L.S. materials.	1.2.1 Interviews of staff
2. The Objective Referenced Test Reading program for high schools is in place.	2.1.1 The 9th grade Reading Objectives are in use in each 9th grade English class.	2.2.1 Interviews of staff
3. The school provides technical assistance to students who are deficient in reading and communication skills.	3.1.1 The school has at least one reading specialist and one reading technician. 3.1.2 Students with communication skills deficiencies are referred to a specialist for remedial help.	3.2.1 Staff investigation 3.2.2 Analysis of records

GWT:wh 10/26/78

SCHOOL-COMMUNITY RELATIONS

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. The school has a viable Local School-Community Relations Committee per court requirements.	1.1.1 School authorities have organized a LSCR Committee. 1.1.2 The LSCR Committee meets certification criteria as approved by the City-Wide SCR Council. 1.1.3 The LSCR Committee meets regularly and as appropriate. 1.1.4 The LSCR Committee developes goals and school-community projects. 1.1.5 The LSCR Committee engages in the resolution of desegregation problems.	1.2.1 Analysis of records 1.2.2 Analysis of local school and City-Wide SCR Council records. 1.2.3 Monitoring of meeting
2. The authority of the LSCR Committee and its structure are clearly defined and have been communicated to the school and community.	2.1.1 Subcommittees of the LSCR Committee meet regularly and as appropriate. 2.1.2 The LSCR Committee distributes information as appropriate.	2.2.1 Staff inquiry
3. The LSCR Committee receives adequate budgetary support pursuant to court requirements.	3.1.1 The LSCR Committee has a formal budget.	3.2.1 Staff investigation
4. The school's administration participates in SCR activities as required by the court order.	4.1.1 The LSCR Committee receives direct assistance and information from school authorities pursuant to court requirements.	4.2.1 Monitoring of meetings 4.2.2 Interviews of staff and membership
5. The LSCR Committee is appropriately represented within the school system per requirements of the court order.	5.1.1 A LSCR Committee representative regularly attends regional SCR Committee meetings. 5.1.2 An appropriate school staff member regularly attends regional SCR Committee meetings.	5.2.1 Staff inquiry

STUDENT CODE OF CONDUCT

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. The Student Code of Conduct is displayed, distributed, and inserviced according to provisions of the court order.	1.1.1 Copies of the Student Code of Conduct are distributed as appropriate to students. 1.1.2 Teachers are inserviced as appropriate on the Student Code of Conduct and the school's discipline and attendance policy. 1.1.3 The Student Code of Conduct is displayed prominently.	1.2.1 Interviews of students 1.2.2 Interviews of teachers 1.2.3 Analysis of records 1.2.4 Staff visit to determine location
2. The school's discipline and attendance policy is consistent with the Student Code of Conduct.	2.1.1 Copies of the school's discipline and attendance policy are distributed as appropriate.	2.2.1 Analysis to determine if school's discipline and attendance policy are consistent with code of conduct and Detroit Public School policy
3. Requirements of court-ordered disciplinary process are followed.	3.1.1 Incidents of prohibited behavior are acted upon pursuant to provisions of the code of conduct. 3.1.2 Incidents of illegal behavior are acted upon pursuant to provisions of the code of conduct. 3.1.3 Due Process is Observed.	3.2.1 Analysis to determine if school's discipline and attendance policy are practiced 3.2.2 Interviews of staff 3.2.3 Analysis of records
4. Accurate reports are made pursuant to court requirements.	4.1.1 Accurate reports of all infractions are made to the region.	4.2.1 Analysis to determine regularity of reporting 4.2.2 Analysis to determine consistency in reporting

RD:wh 10-25-78

TESTING

Broad Criteria Based On Court-ordered Goals		Minimal Criteria for Initial Assessment of Schools		Staff Action for Further Assessment of Indicated Schools
1. Students have been tested to determine reading proficiency according to provisions of the court-ordered plan.	1.1.1	The local school has reading proficiency test results for all 9th, 10th, and 12th grade students.	1.2.1	-
	1.1.2	9th and 10th grade students are assigned to appropriate English classes based on reading proficiency test results and supplementary information.	1.2.2	On-site analysis of student placement
2. The school is preparing for the implementation of the proposed Objective Referenced Test programs in other content areas.	2.1.1	Teachers and other staff have participated in further test design procedures.	2.2.1	Interviews of staff
	2.1.2	Teachers and administrators are inserviced as appropriate on test administration procedure and the utilization of test results.		

RD/GT:wh 10-26-78

VOCATIONAL EDUCATION

Broad Criteria Based On Court-ordered Goals	Minimal Criteria for Initial Assessment of Schools	Staff Action for Further Assessment of Indicated Schools
1. The school provides all students with opportunities for full participation in prevocational, vocational, and cooperative education programs per provisions of the court order.	1.1.1 The school schedules vocational education programs. 1.1.2 The school facilitates student scheduling in prevocational, vocational, and co-op programs. 1.1.3 The school has the appropriate number of co-op coordinators.	1.2.1 Analysis of program 1.2.2 Interviews of staff and students 1.2.3 Analysis of scheduling
2. Equipment is serviceable and supplies are adequate for the school's prevocational and vocational education programs per the provisions of the court-ordered plan.	2.1.1 Equipment is adequate to teach the objectives of the program. 2.1.2 Supplies are adequate to teach the objectives of the program. 2.1.3 The school pursues reimbursement through added-cost funding. 2.1.4 The school receives added-cost reimbursement proportionate to the amount generated	2.2.1 Staff visit to determine adequacy 2.2.2 Staff investigation and analysis of records
3. "Competency Based Education" strategies are incorporated in the school's vocational education curriculum.	3.1.1 The school has CBE plans available for vocational education courses and programs. 3.1.2 Vocational education staff are using CBE plans and format.	3.2.1 Staff visit 3.2.2 Interviews of staff
4. Vocational education staff have received inservice training and professional development consistent with program plans.	4.1.1 Vocational education staff are inserviced in changing strategies in vocational education. 4.1.2 Vocational education staff are inserviced in preparation for the completion of the area vocational centers. 4.1.3 Vocational education staff participate in professional development activities.	4.2.1 Interviews of staff

RD:wh 10-26-78

DETROIT HIGH SCHOOL PROFILES

1978 CRITERIA-BASED ASSESSMENT

INDICATORS OF CRTERIA SATISFACTION--ASSESSMENT III

UNIFORM CODE OF STUDENT CONDUCT COMPONENT

ASSESSMENT ITEM	QUESTIONNAIRE ITEM	INDICATORS OF CRITERIA SATISFACTION--ASSESSMENT III	SCORING
1	1.	> 50% CLASSROOM DOOR *"OPEN" or "CLOSED BUT UNLOCKED"*	(+)
		≧ 50% CLASSROOM DOOR *"CLOSED AND LOCKED"*	(-)
		< 40% ITEM RESPONSE RATE (IRR)	(0)
2	2.	≧ 50% MOST STUDENTS *"LEAVE OUTER CLOTHING IN THEIR LOCKERS"*	(+)
		> 50% MOST STUDENTS *"CARRY OUTER CLOTHING W/THEM DURING THE SCHOOL DAY"*	(-)
		< 40% ITEM RESPONSE RATE (IRR)	(0)
3	3.	≧ 2.0 (CALCULATED INDEX--EXTENT OF ENFORCEMENT)	(+)
		< 2.0 (CALCULATED INDEX--EXTENT OF ENFORCEMENT)	(-)
		< 40% ITEM RESPONSE RATE (IRR)	(0)
4	DPS DATA (SEE TABLE A)	*COMPARING REPORTED RECORD ROOM ATTENDANCE TO REPORTED CLASSROOM ATTENDANCE:*	
		< 10% DIFFERENCE	(+)
		≧ 10% DIFFERENCE	(-)

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UNIFORM CODE OF STUDENT CONDUCT COMPONENT CONTINUED

ASSESSMENT ITEM	DATA SOURCE	INDICATORS OF CRITERIA SATISFACTION--ASSESSMENT III	SCORING
5	DPS DATA (SEE TABLE A)	≥ 75% CLASSROOM ATTENDANCE	(+)
		< 70% CLASSROOM ATTENDANCE	(-)
		= 70 - 74% CLASSROOM ATTENDANCE	(0)
6	DPS DATA (SEE TABLE B)	*COMPARING LOCAL SCHOOL ATTENDANCE POLICY TO DPS "GUIDELINES:"*	
		■ POLICY *CONFORMS* *(i.e., suspension for excessive truancy)*	(+)
		■ POLICY *DOES NOT CONFORM* *(i.e., does not mention suspension)*	(-)
		■ POLICY *EQUIVOCAL*	(0)
7	DPS DATA (SEE TABLE F)	≤ 2 EXCLUSIONS PER STUDENT	(+)
		≥ 4 EXCLUSIONS PER STUDENT	(-)
		= 3 EXCLUSIONS PER STUDENT	(0)
8	DPS DATA (SEE TABLE I)	*COMPARING PRINCIPAL'S UNDESIRABLE INCIDENT REPORTS TO SECURITY PERSONNEL INCIDENT REPORTS IN 4 SERIOUS OFFENSE AREAS:*	
		■ *WHERE THE PRINCIPAL REPORTED AN EQUAL OR GREATER NUMBER OF INCIDENTS*	(+)
		■ *WHERE THE SECURITY PERSONNEL REPORTED A GREATER NUMBER OF INCIDENTS*	(-)
9	DPS DATA (SEE TABLE J)	# PRINCIPAL REPORTED UNDESIRABLE INCIDENTS ≥ # SUSPENSIONS (VIOLENT ACTS)	(+)
		# PRINCIPAL REPORTED UNDESIRABLE INCIDENTS < # SUSPENSIONS (VIOLENT ACTS)	(-)

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UNIFORM CODE OF STUDENT CONDUCT CONTINUED

ASSESSMENT ITEM	DATA SOURCE	INDICATORS OF CRITERIA SATISFACTION--ASSESSMENT III	SCORING
10	DPS DATA (SEE TABLE K)	> 2% DECREASE IN DROP-OUT RATE (1975-76 TO 1977-78)	(+)
		> 2% INCREASE IN DROP-OUT RATE (1975-76 TO 1977-78)	(-)
		≦ 2% INCREASE OR DECREASE IN DROP-OUT RATE (1975-76 TO 1977-78)	(0)

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Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

INDIVIDUAL SCHOOL PROFILE OF

X HIGH SCHOOL

School Characteristics*

1978 ENROLLMENT (% BLACK) — 3108 (99.3%)

AVERAGE ATTENDANCE — RECORD ROOM (OCT 1978) (87.8%)

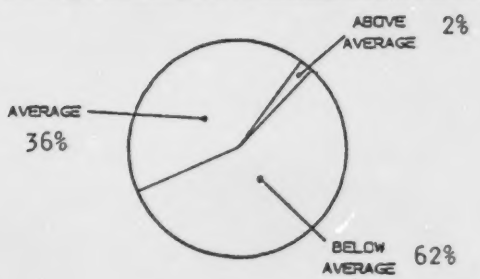
AVERAGE ATTENDANCE — ALL CLASSES (NOV 1978) (79.2%)

% DROP-OUT (1977-78) (12.6%)

EXCLUSIONS 1977-78	SUSPENSIONS 1977-78
144	177

VOCATIONAL COURSES OFFERED	TOTAL ENROLLMENTS
33	2931

11TH GRADE READING ACHIEVEMENT 1977-78



* SOURCES: ALL DATA REGARDING SCHOOL CHARACTERISTICS HAVE BEEN COMPILED FROM OFFICIAL DETROIT PUBLIC SCHOOLS RECORDS AND REPORTS. ACHIEVEMENT DATA IS BASED ON NATIONAL NORMS.

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

CRITERIA-BASED ASSESSMENT INDICES OF:

X HIGH SCHOOL

COMPONENT	ASSESSMENT I.		ASSESSMENT II.		ASSESSMENT III.	
	LINE TOTAL	INDEX I.	LINE TOTAL	INDEX II.	LINE TOTAL	INDEX III.
BILINGUAL EDUCATION	(+) = 2 (0) = 1 (-) = 2	0.0	(+) = 2 (0) = 2 (-) = 1	.20	(+) = (0) = (-) =	
COUNSELING AND CAREER GUIDANCE	(+) = 9 (0) = 3 (-) = 3	.40	(+) = 8 (0) = 2 (-) = 5	.20	(+) = 6 (0) = (-) =	1.0
INSERVICE TRAINING	(+) = 10 (0) = 1 (-) = 1	.75	(+) = 10 (0) = 1 (-) = 1	.75	(+) = 2 (0) = (-) = 2	0.0
VOCATIONAL EDUCATION	(+) = 6 (0) = (-) = 1	.71	(+) = 5 (0) = 1 (-) = 1	.51	(+) = (0) = 6 (-) =	0.0
SCHOOL-COMMUNITY RELATIONS	(+) = 6 (0) = (-) = 3	.33	(+) = 6 (0) = 1 (-) = 2	.44	(+) = 6 (0) = (-) = 4	.20
STUDENT CODE OF CONDUCT	(+) = 14 (0) = 2 (-) =	.88	(+) = 14 (0) = 1 (-) = 1	.81	(+) = 9 (0) = 1 (-) =	.90
READING AND COMMUNICATION SKILLS	(+) = 2 (0) = 1 (-) =	.67	(+) = 2 (0) = 1 (-) =	.67	(+) = 5 (0) = (-) =	1.0
TESTING	(+) = 5 (0) = (-) =	1.0	(+) = 5 (0) = (-) =	1.0	(+) = (0) = (-) =	

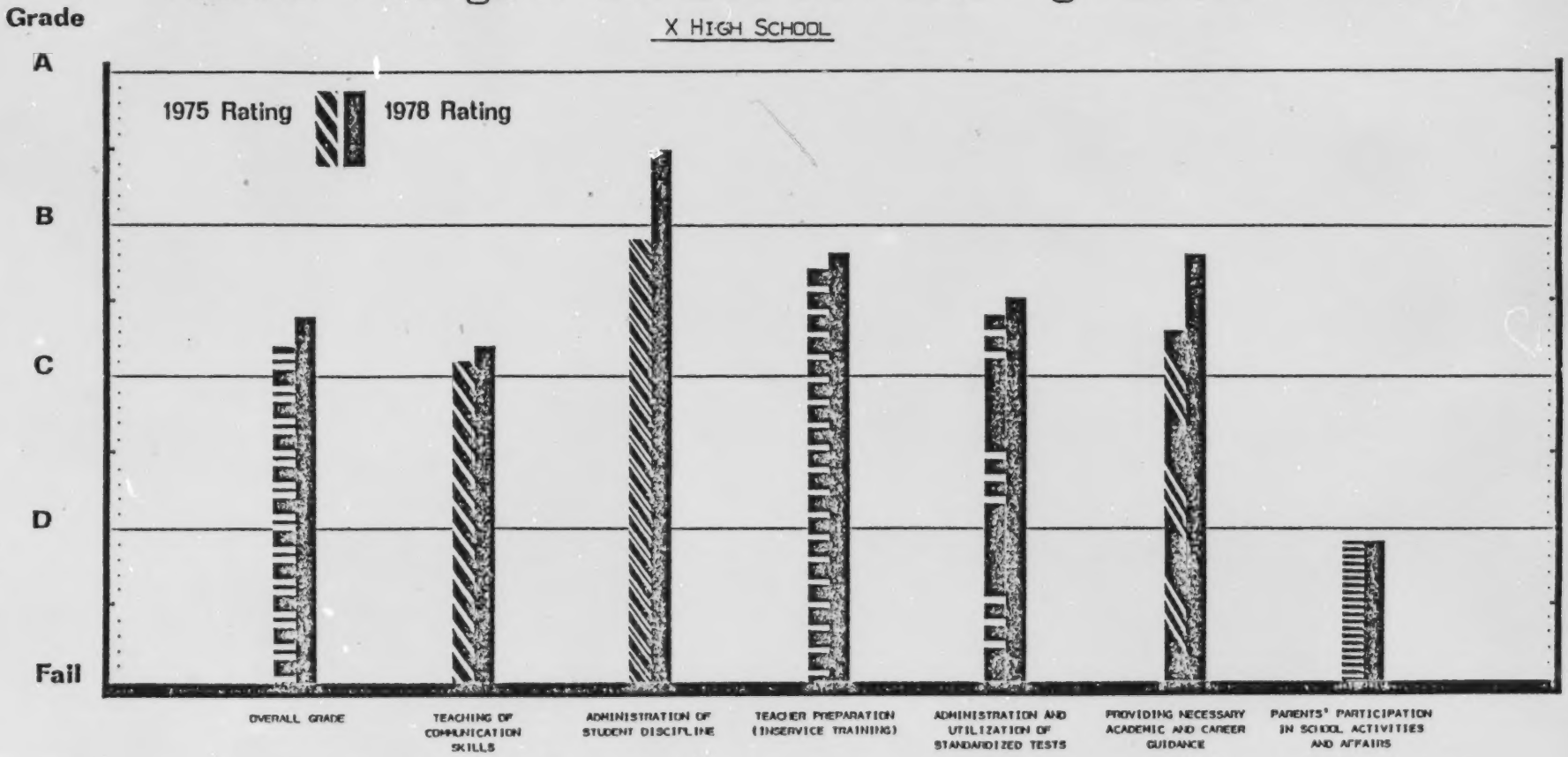
ASSESSMENT I ⇨ ABILITY OF SCHOOL TO PROVIDE RESPONSES TO CRITERIA-BASED ASSESSMENT. 61%

ASSESSMENT II ⇨ ADEQUACY OF SCHOOL'S RESPONSES TO CRITERIA-BASED ASSESSMENT. 57%

ASSESSMENT III ⇨ ASSESSMENT OF COMPLIANCE WITH SPECIFIC CRITERIA.

	-1.0	0	+1.0	
LEVEL I ⇨	UNABLE TO RESPOND	EQUIVOCAL OR ASSESSMENT INCOMPLETE	ABLE TO RESPOND	⇦ LEVEL I
LEVEL II ⇨	INADEQUATE RESPONSE		ADEQUATE RESPONSE	⇦ LEVEL II
LEVEL III ⇨	DOES NOT MEET SPECIFIC CRITERIA		MEETS SPECIFIC CRITERIA	⇦ LEVEL III

Teacher Ratings of the Detroit Public High Schools 1975/78



FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 RATINGS BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

Counselor Ratings of the Detroit Public High Schools 1975/78

X HIGH SCHOOL

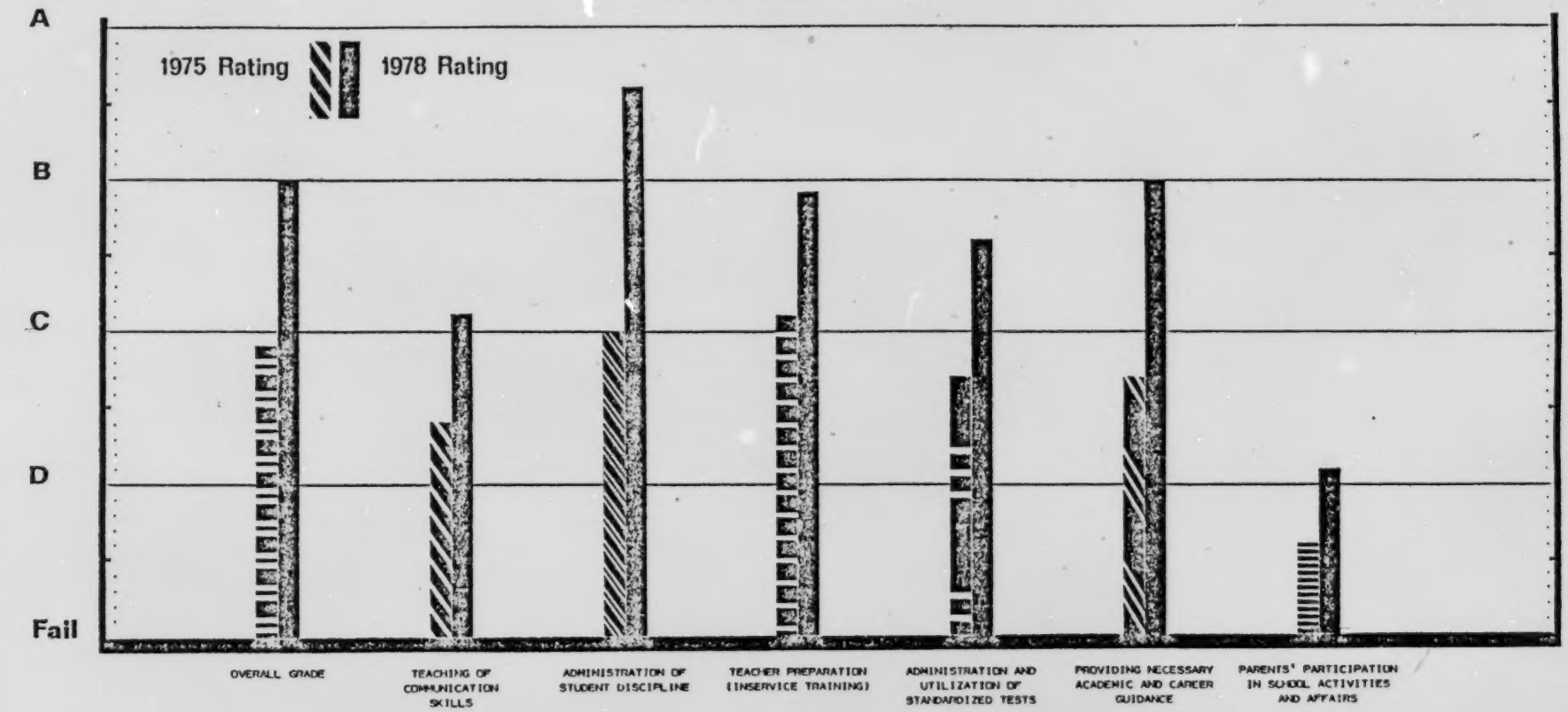


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FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

INDIVIDUAL SCHOOL PROFILE OF

Y HIGH SCHOOL

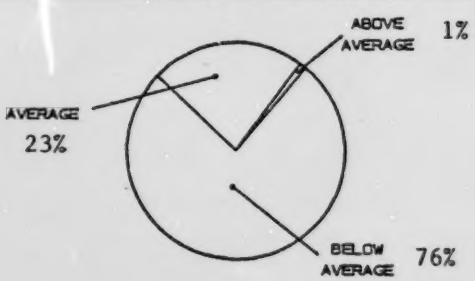
School Characteristics*

1978 ENROLLMENT (% BLACK)		1727 (99.5%)
AVERAGE ATTENDANCE		RECORD ROOM (OCT 1978) (81.2%)
AVERAGE ATTENDANCE		ALL CLASSES (NOV 1978) (61.0%)
		% DROP-OUT (1977-78) (3.7%)

EXCLUSIONS 1977-78	SUSPENSIONS 1977-78
2568	34

VOCATIONAL COURSES OFFERED	TOTAL ENROLLMENTS
22	1581

11TH GRADE READING ACHIEVEMENT 1977-78



* SOURCES: ALL DATA REGARDING SCHOOL CHARACTERISTICS HAVE BEEN COMPILED FROM OFFICIAL DETROIT PUBLIC SCHOOLS RECORDS AND REPORTS. ACHIEVEMENT DATA IS BASED ON NATIONAL NORMS.

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

CRITERIA-BASED ASSESSMENT INDICES OF:

Y HIGH SCHOOL

COMPONENT	ASSESSMENT I.		ASSESSMENT II.		ASSESSMENT III.	
	LINE TOTAL	INDEX I.	LINE TOTAL	INDEX II.	LINE TOTAL	INDEX III.
BILINGUAL EDUCATION	(+) = (0) = (-) = 2	-1.0	(+) = (0) = (-) = 2	-1.0	(+) = (0) = (-) =	
COUNSELING AND CAREER GUIDANCE	(+) = 11 (0) = 1 (-) = 3	.53	(+) = 8 (0) = 4 (-) = 3	.33	(+) = 3 (0) = (-) = 3	0.0
INSERVICE TRAINING	(+) = 11 (0) = (-) = 1	.83	(+) = 9 (0) = 1 (-) = 2	.58	(+) = 4 (0) = (-) =	1.0
VOCATIONAL EDUCATION	(+) = 7 (0) = (-) =	1.0	(+) = 5 (0) = 2 (-) =	.71	(+) = (0) = 6 (-) =	0.0
SCHOOL-COMMUNITY RELATIONS	(+) = 6 (0) = 1 (-) = 2	.44	(+) = 8 (0) = 1 (-) =	.89	(+) = 5 (0) = (-) = 5	0.0
STUDENT CODE OF CONDUCT	(+) = 15 (0) = (-) = 1	.88	(+) = 14 (0) = (-) = 2	.75	(+) = 4 (0) = (-) = 6	- .20
READING AND COMMUNICATION SKILLS	(+) = 3 (0) = (-) =	1.0	(+) = 3 (0) = (-) =	1.0	(+) = 4 (0) = (-) = 1	.60
TESTING	(+) = 5 (0) = (-) =	1.0	(+) = 4 (0) = 1 (-) =	.80	(+) = (0) = (-) =	

ASSESSMENT I ⇨ ABILITY OF SCHOOL TO PROVIDE RESPONSES TO CRITERIA-BASED ASSESSMENT. 71%

ASSESSMENT II ⇨ ADEQUACY OF SCHOOL'S RESPONSES TO CRITERIA-BASED ASSESSMENT. 61%

ASSESSMENT III ⇨ ASSESSMENT OF COMPLIANCE WITH SPECIFIC CRITERIA.

	-1.0	0	+1.0	
LEVEL I ⇦	UNABLE TO RESPOND	EQUIVOCAL OR ASSESSMENT INCOMPLETE	ABLE TO RESPOND	⇦ LEVEL I
LEVEL II ⇦	INADEQUATE RESPONSE		ADEQUATE RESPONSE	⇦ LEVEL II
LEVEL III ⇦	DOES NOT MEET SPECIFIC CRITERIA		MEETS SPECIFIC CRITERIA	⇦ LEVEL III

Teacher Ratings of the Detroit Public High Schools 1975/78

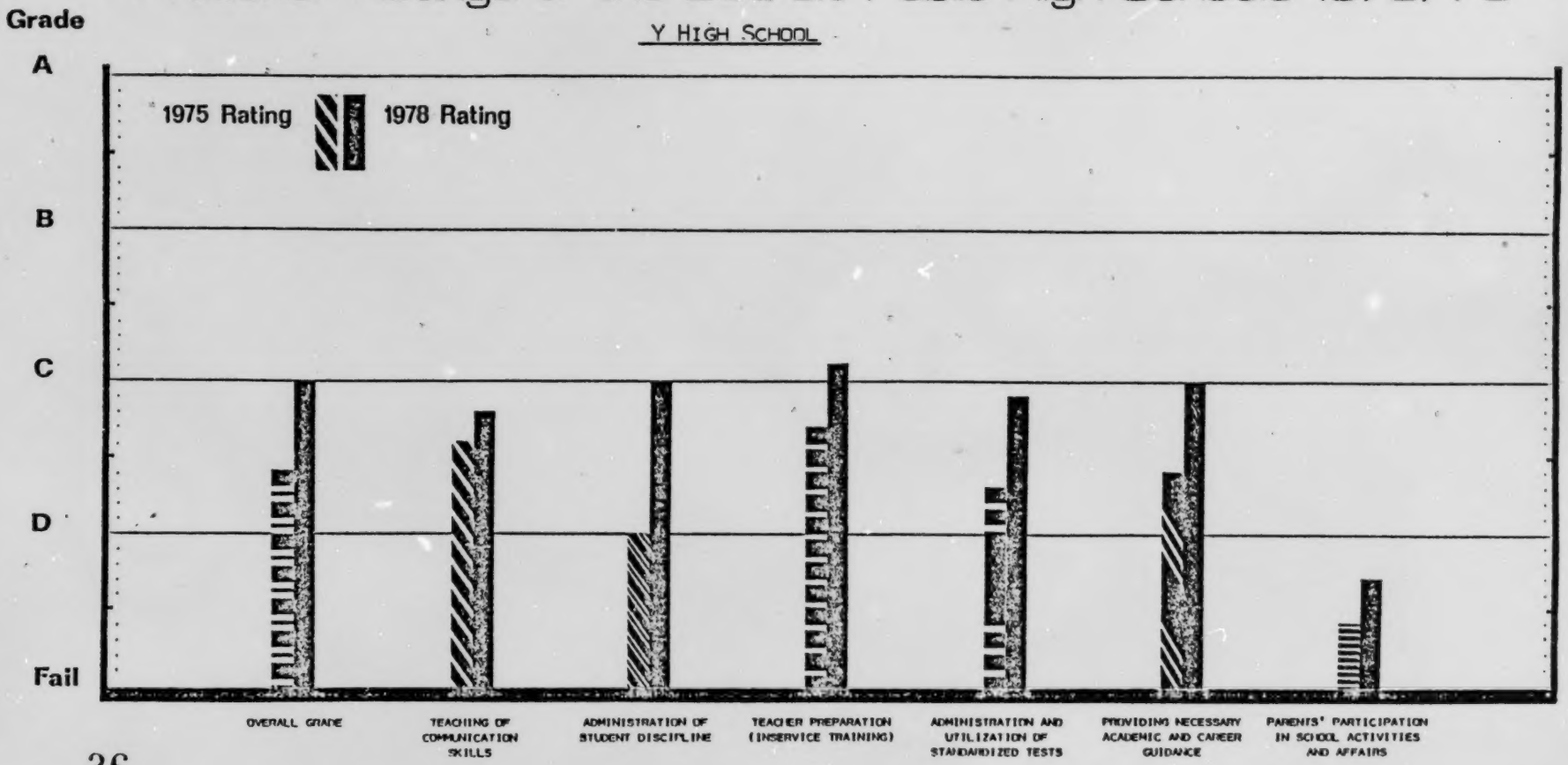


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FIGURE

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Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 RATINGS BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

2/79

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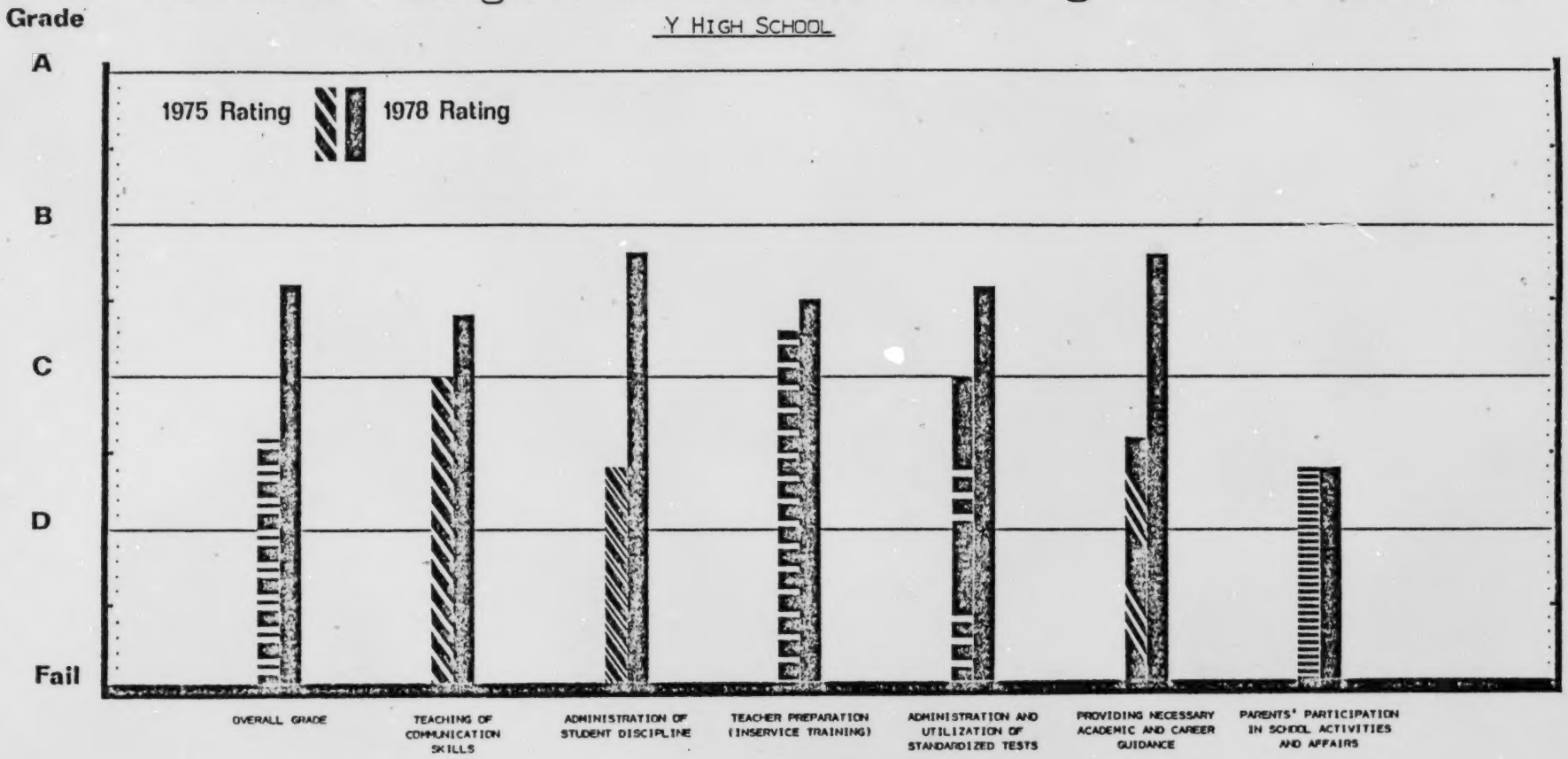
Counselor Ratings of the Detroit Public High Schools 1975/78

Y HIGH SCHOOL



FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

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Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

INDIVIDUAL SCHOOL PROFILE OF

Z HIGH SCHOOL

School Characteristics*

1978 ENROLLMENT (% BLACK) — 1746 (68.3%)

AVERAGE ATTENDANCE — RECORD ROOM (OCT 1978) (83.8%)

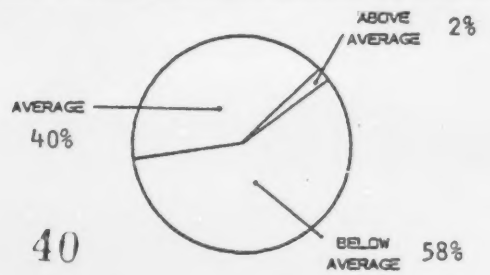
AVERAGE ATTENDANCE — ALL CLASSES (NOV 1978) (75.5%)

% DROP-OUT (1977-78) (14.3%)

EXCLUSIONS 1977-78	SUSPENSIONS 1977-78
52	91

VOCATIONAL COURSES OFFERED	TOTAL ENROLLMENTS
24	1363

11TH GRADE READING ACHIEVEMENT 1977-78



* SOURCES: ALL DATA REGARDING SCHOOL CHARACTERISTICS HAVE BEEN COMPILED FROM OFFICIAL DETROIT PUBLIC SCHOOLS RECORDS AND REPORTS. ACHIEVEMENT DATA IS BASED ON NATIONAL NORMS.

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

CRITERIA-BASED ASSESSMENT INDICES OF:

Z HIGH SCHOOL

COMPONENT	ASSESSMENT I.		ASSESSMENT II.		ASSESSMENT III.	
	LINE TOTAL	INDEX I.	LINE TOTAL	INDEX II.	LINE TOTAL	INDEX III.
BILINGUAL EDUCATION	(+) = (0) = 2 (-) =	0.0	(+) = (0) = 2 (-) =	0.0	(+) = (0) = (-) =	
COUNSELING AND CAREER GUIDANCE	(+) = (0) = 12 (-) =	0.0	(+) = 1 (0) = 14 (-) =	.07	(+) = 6 (0) = (-) =	1.0
INSERVICE TRAINING	(+) = (0) = 12 (-) =	0.0	(+) = (0) = 12 (-) =	0.0	(+) = 2 (0) = (-) = 2	0.0
VOCATIONAL EDUCATION	(+) = (0) = 7 (-) =	0.0	(+) = (0) = 7 (-) =	0.0	(+) = 5 (0) = (-) = 1	.67
SCHOOL-COMMUNITY RELATIONS	(+) = 7 (0) = (-) = 2	.56	(+) = 8 (0) = 1 (-) =	.89	(+) = 7 (0) = (-) = 3	.40
STUDENT CODE OF CONDUCT	(+) = 14 (0) = 2 (-) =	.88	(+) = 12 (0) = 2 (-) = 1	.73	(+) = 6 (0) = (-) = 4	.20
READING AND COMMUNICATION SKILLS	(+) = 2 (0) = (-) = 1	.50	(+) = 2 (0) = (-) = 1	.50	(+) = 3 (0) = (-) = 2	.20
TESTING	(+) = (0) = 5 (-) =	0.0	(+) = 4 (0) = 1 (-) =	.80	(+) = (0) = (-) =	

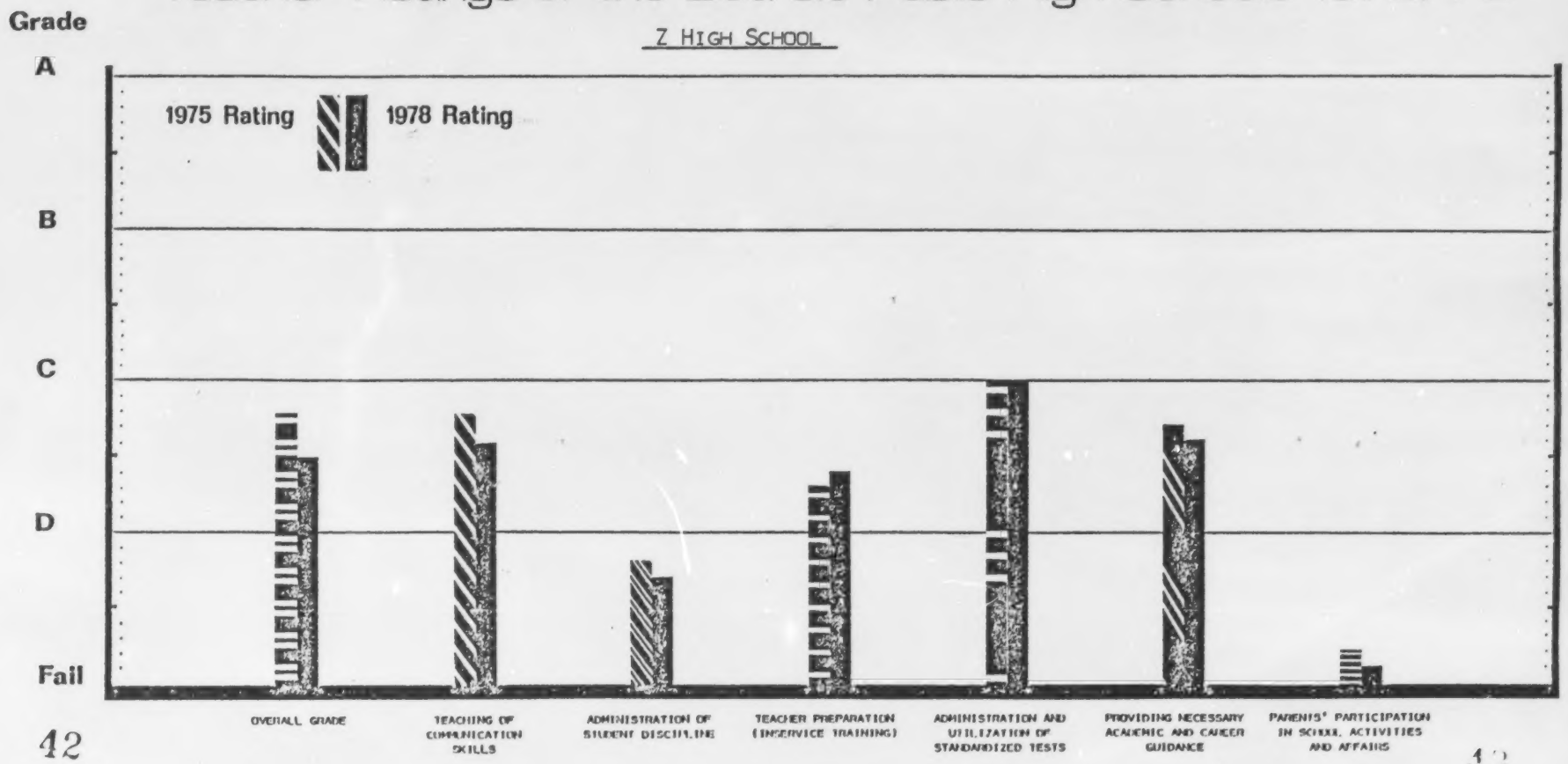
ASSESSMENT I ⇨ ABILITY OF SCHOOL TO PROVIDE RESPONSES TO CRITERIA-BASED ASSESSMENT. 30%

ASSESSMENT II ⇨ ADEQUACY OF SCHOOL'S RESPONSES TO CRITERIA-BASED ASSESSMENT. 36%

ASSESSMENT III ⇨ ASSESSMENT OF COMPLIANCE WITH SPECIFIC CRITERIA.

	-1.0	0	+1.0	
LEVEL I ⇩	UNABLE TO RESPOND	EQUIVOCAL OR ASSESSMENT INCOMPLETE	ABLE TO RESPOND	⇩ LEVEL I
LEVEL II ⇩	INADEQUATE RESPONSE		ADEQUATE RESPONSE	⇩ LEVEL II
LEVEL III ⇩	DOES NOT MEET SPECIFIC CRITERIA		MEETS SPCCIFIC CRITERIA	⇩ LEVEL III

Teacher Ratings of the Detroit Public High Schools 1975/78



FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 RATINGS BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

Counselor Ratings of the Detroit Public High Schools 1975/78

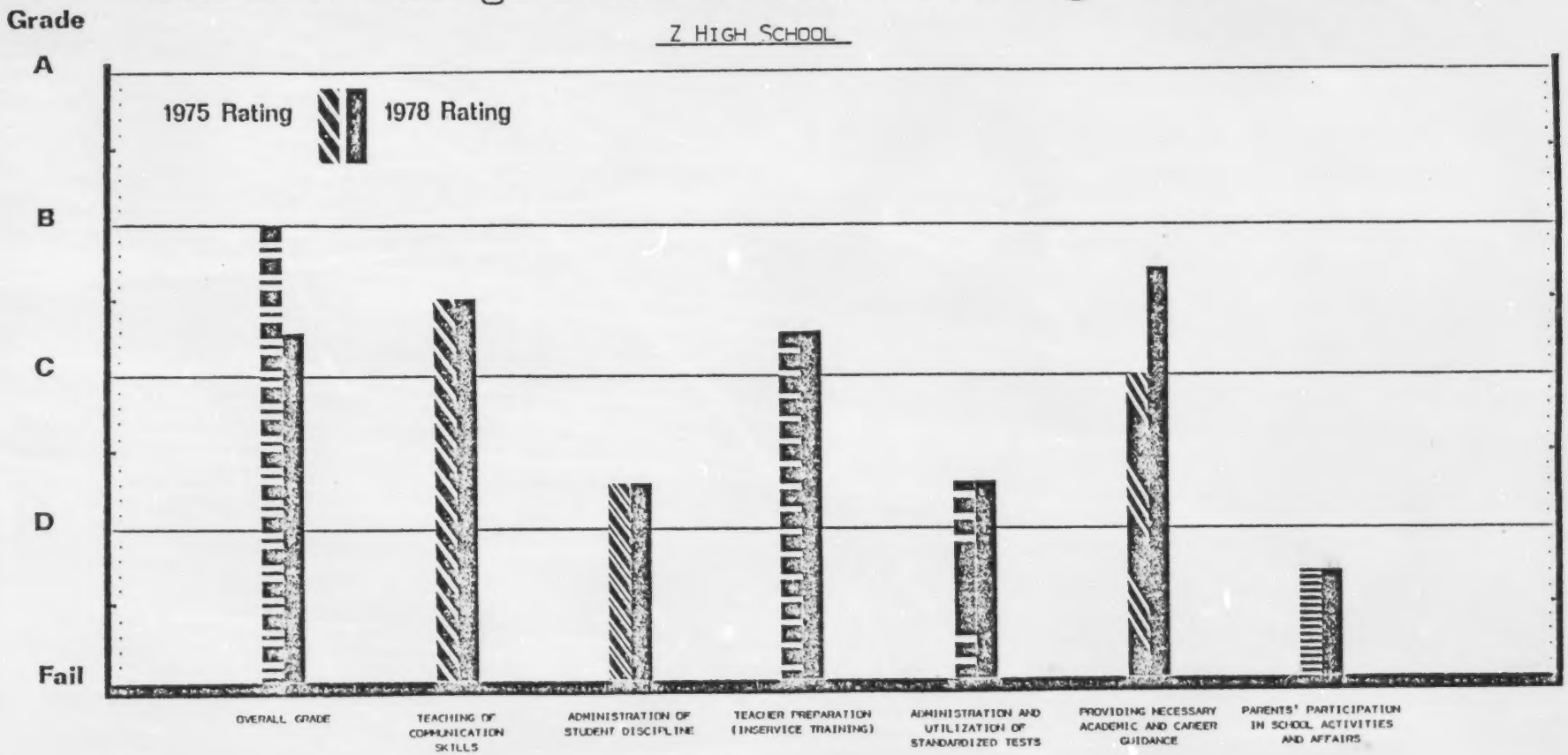


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FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

Teacher Ratings of the Detroit Public High Schools 1975/78

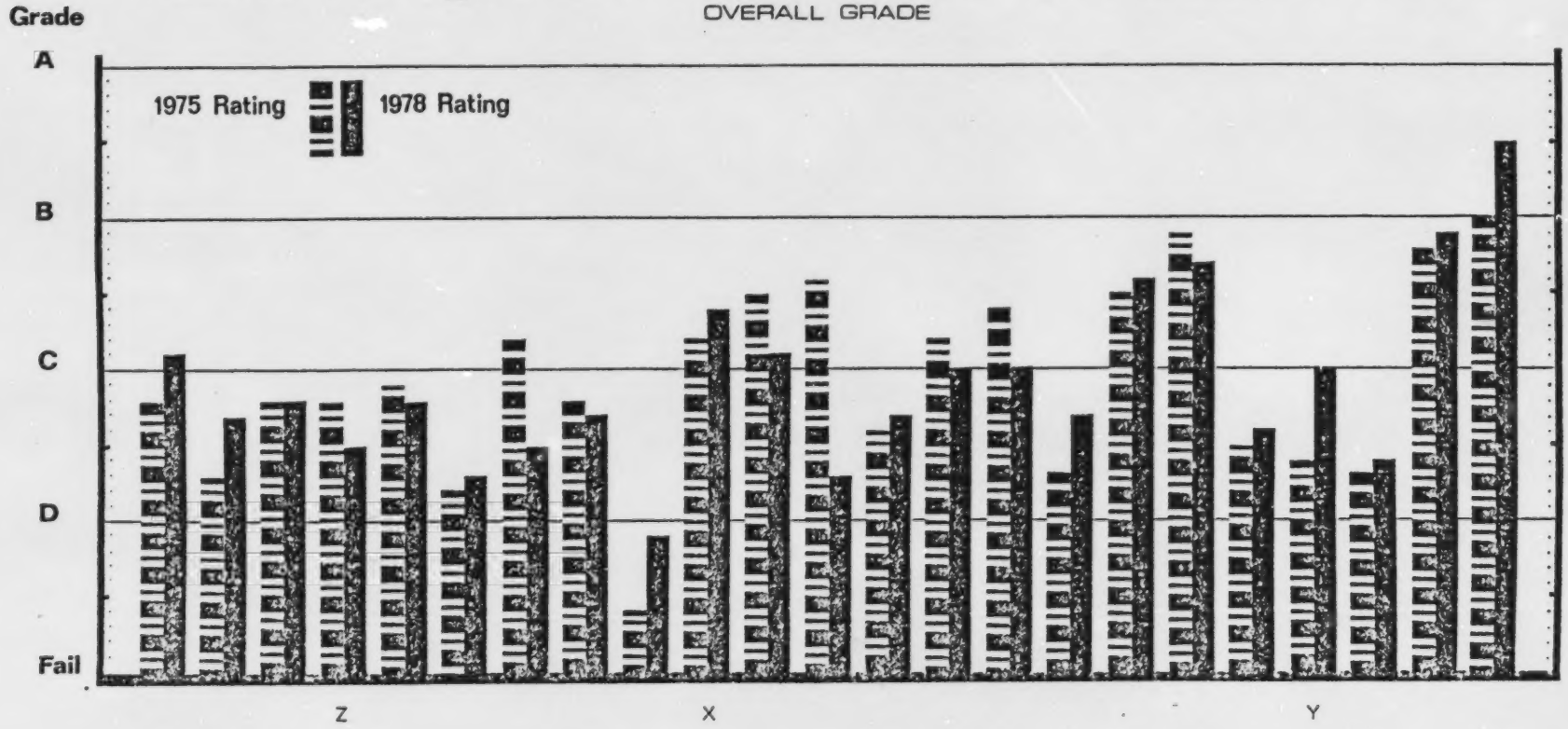
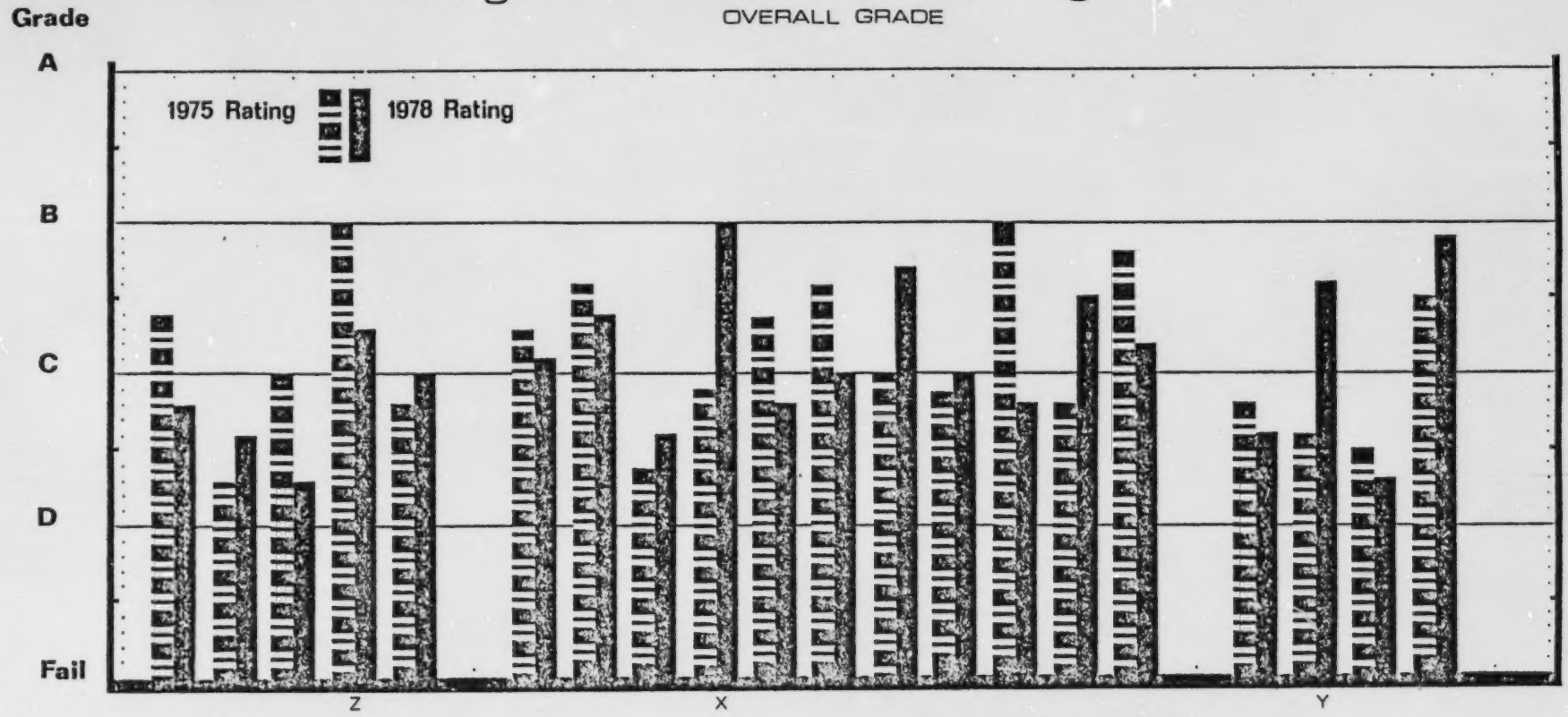


FIGURE 1

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 ASSESSMENT BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

Counselor Ratings of the Detroit Public High Schools 1975/78



FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

Teacher Ratings of the Detroit Public High Schools 1975/78

TEACHING OF COMMUNICATION SKILLS

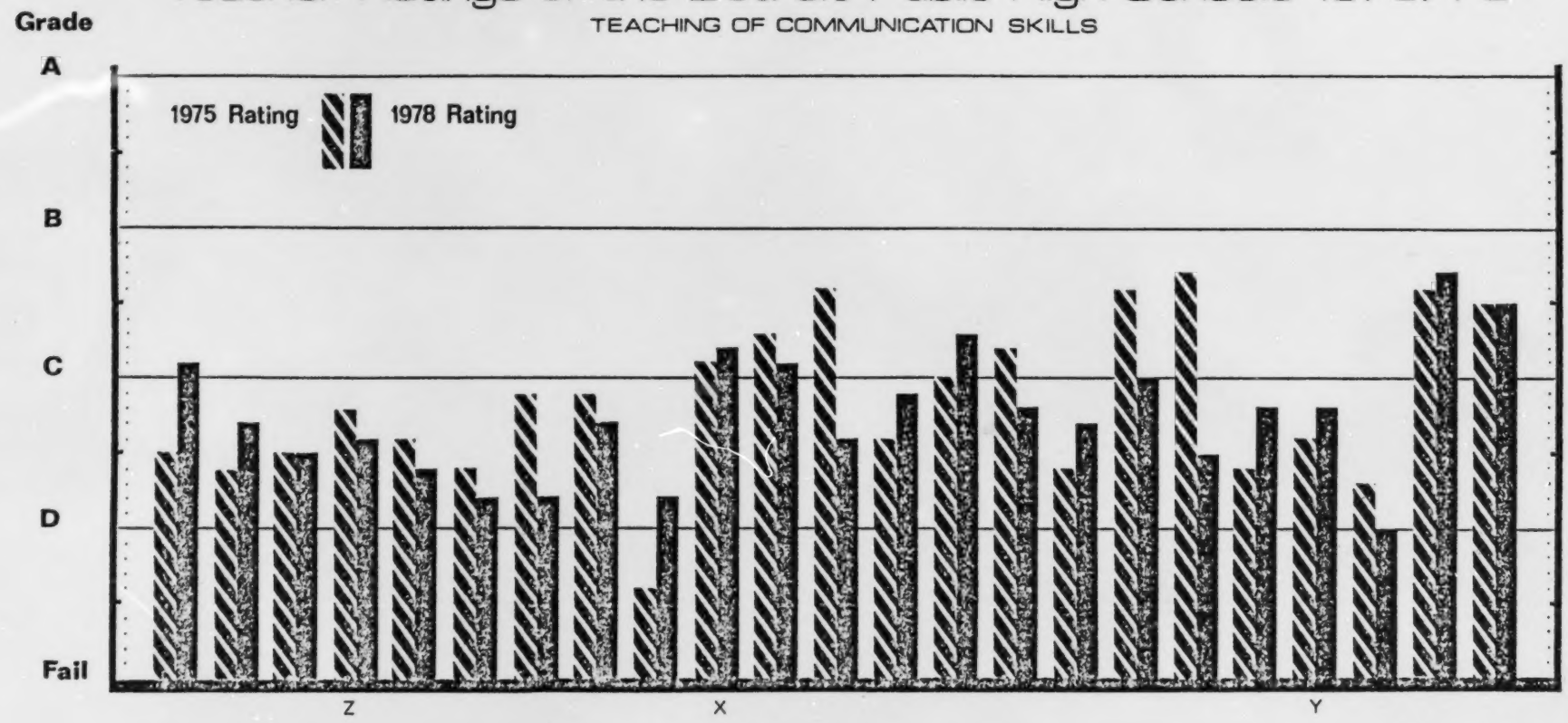


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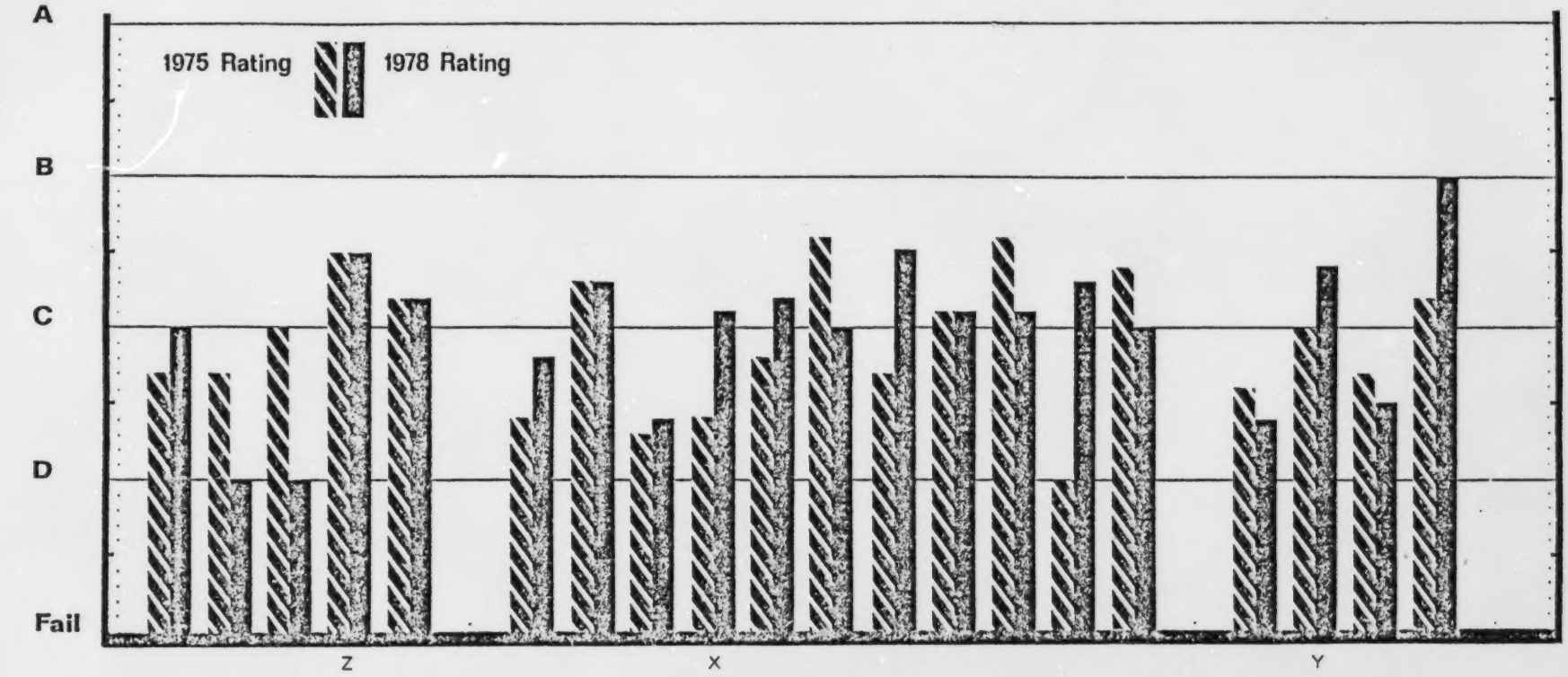
FIGURE 2

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 RATINGS BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

Counselor Ratings of the Detroit Public High Schools 1975/78

TEACHING OF COMMUNICATION SKILLS



FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

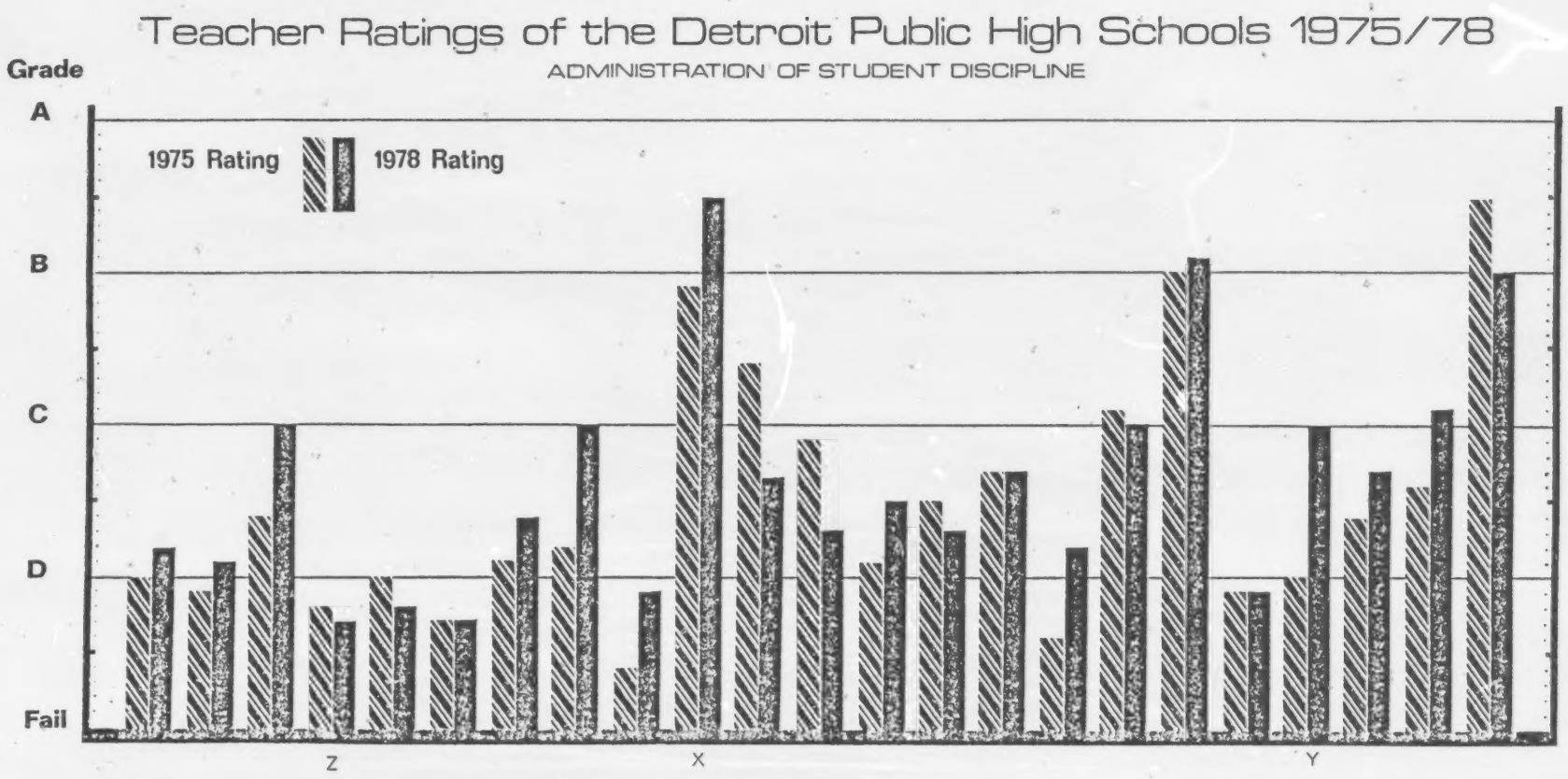


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FIGURE 3

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Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

(OCTOBER 1978 ASSESSMENT BY DETROIT HIGH SCHOOL ENGLISH AND SOCIAL STUDIES TEACHERS)

2/79

Counselor Ratings of the Detroit Public High Schools 1975/78

ADMINISTRATION OF STUDENT DISCIPLINE

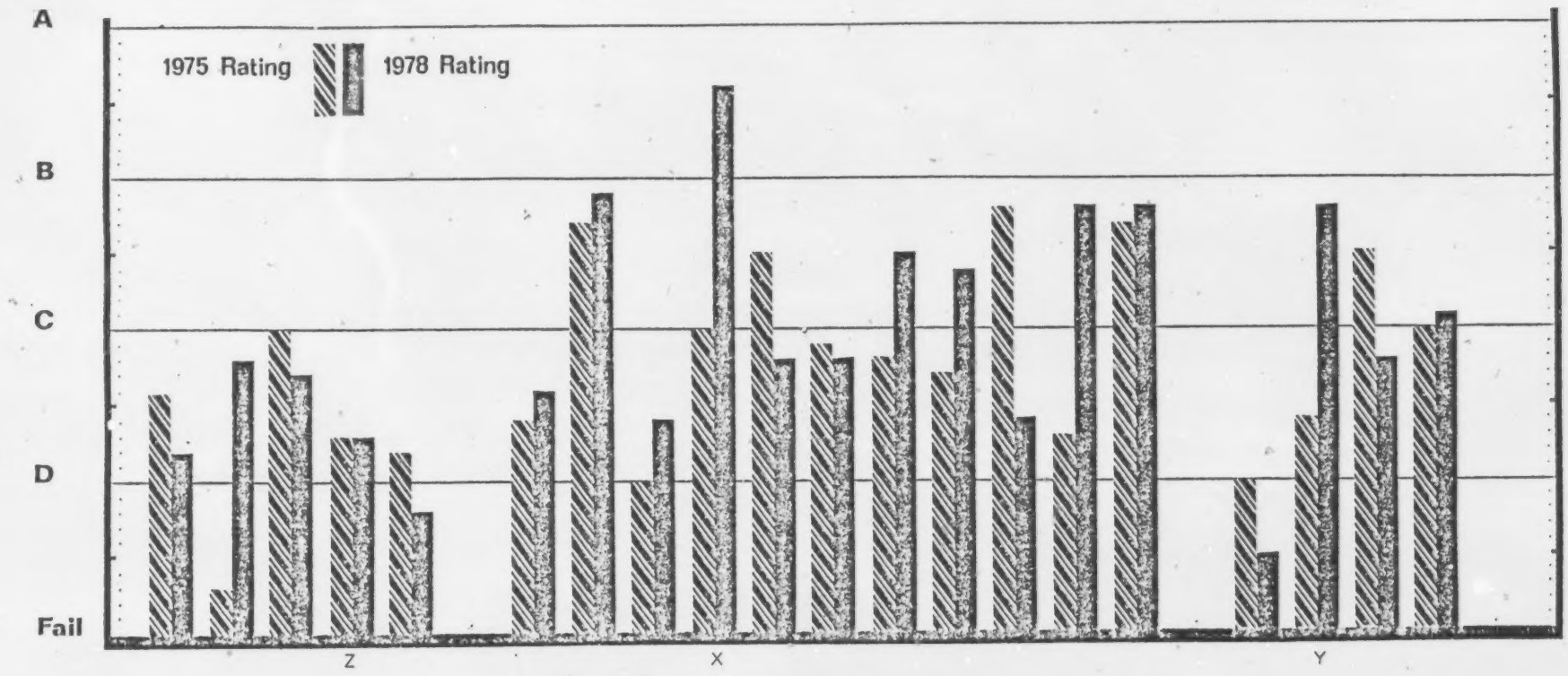

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FIGURE

Assessment of Individual School's Delivery of Court-Ordered Programs--Part I

2/79

Detroit Free Press 3-22-79

High schools ignore desegregation order

By WILLIAM GRANT
Free Press Education Writer

Not a single Detroit high school has complied with a federal court desegregation order issued more than three years ago, U.S. District Judge Robert E. DeMascio was told Wednesday.

The report was by far the most devastating in a long series of critical comments on the administration of the city schools that have been issued by the citizen Monitoring Commission.

The commission was named by DeMascio in 1975 to oversee busing in the Detroit schools. It makes its reports directly to the judge.

Fay O'Hare, commission chairperson, said she was "appalled" by the lack of compliance uncovered by the report.

DETROIT SCHOOL SUPT. Arthur Jefferson said, however, that things are better than they used to be in the city's high schools.

Court monitors file strongest attack yet on lack of progress

"Sure we still have problems," he said late Wednesday, "but we are making progress in meeting both the letter and the spirit of the court order."

Judge DeMascio in 1975 ordered Detroit school officials to develop programs to improve education in all city schools.

The programs included a student code of conduct which was supposed to make all schools safe, improved counseling and better instruction in reading, vocational and bilingual education courses.

All the programs were supposed to have been in effect in January 1976, when student busing started in Detroit. Since then, the Monitoring Commission has been reporting almost monthly that many programs, especially the student conduct code, have not been properly implemented.

Previous reports have been based on information supplied by the central school administration and by visits to selected schools.

WEDNESDAY'S REPORT was based on the first systematic look by the commission and its staff at individual city schools.

For eight months, citizens and the commission staff visited each of the city's 23 high schools, collecting thousands of pieces of information on the operation of each one.

Their findings disclosed a situation much worse than even the commission members had expected.

"I was appalled," said Mrs. O'Hare. "I knew the

See SCHOOLS, Page 15A

Schools ignore order to shape up

SCHOOLS, from Page 1A

situation (in the schools) was bad, but I did not know it was this bad."

In a massive document turned over to DeMascio Wednesday, the commission assigned a numerical score to each Detroit high school for the way it had met, or failed to meet, the terms of the various 1975 court orders.

Not a single one of the 23 schools had fully complied with the court order in every respect.

In fact, most have barely begun to implement most of the programs they were ordered to have started three years ago.

MRS. O'HARE SAID she "is certain" that every principal in the school system "has at least heard of" the court orders. "But many, for whatever reasons, have discounted the importance" of the mandates, she said.

Technically, the report gives Judge DeMascio all the information he would need to put some city school officials in jail for violating his court order.

That is almost certain not to happen, however, since DeMascio for three years has almost entirely ignored the reports and recommendations of the Monitoring Commission he appointed.

City school officials have largely ignored the commission too, and Mrs. O'Hare said the body is having increasing difficulty getting data from schools.

The report shows that Southwestern High School has done most poorly in meeting the court order, and that the most progress has been made at Cooley and Redford high schools.

IN SPECIFIC AREAS ordered by DeMascio, the report shows compliance with the reading program was poorest at Cass Technical High School.

Compliance with the federal court order to improve counseling has been poorest at Denby and Southeastern high schools.

Southwestern is the school which has most poorly complied with the student conduct code.

The report provides more than a dozen pages of statistics on the number of incidents at city high schools and the way students were disciplined for them. The figures show that discipline varies widely from school to school.

Monitoring Commission staff members said they looked at the city's high schools first because there were only 23 of them. A report of this type on the city's more than 180 elementary schools will take much longer to prepare, they said.

Detroit Fress Press 4/2/79
Section A p.6

SCHOOLS: Inconsistencies on discipline and attendance are inexcusable

UNEVEN HANDLING of student misbehavior and widespread absence of students from classes remain two of the greatest problems of the Detroit school system. They are two of the most puzzling, too, because they could be dealt with.

Superintendent Arthur Jefferson has been talking about a need for people to speak more affirmatively about the schools, and we can understand. Progress has been made on some fronts, including important innovations by the administration, and many fears have been exaggerated. But if defeat is not at hand, neither is victory in sight for the schools.

The Monitoring Commission established by a federal court order to check on desegregation and on court-ordered "quality-education" improvements has just reported that the 23 high schools still are far from having in place the systems to produce the results needed in reading, discipline, in-service training, guidance and counseling, and testing. The fact that some schools have done well on these programs, however, affirms that the goals are not unrealistic.

The commission's report shows, for instance, that Cooley High School has almost all the court-required systems in place. Special reading programs have been installed in the high schools, though they remain in a formative stage. Guidance and counseling programs at Northwestern and Chadsey have shown marked improvement, while lagging at many other schools. Southwestern and Chadsey get low marks on discipline; others do better.

And so on. With one document after another involving each of the high schools, based upon piles of evidence, the commission has demonstrated a lack of consistent, effective, top-level administration of the school system.

And that is as troublesome as any of the particulars.

Among the particulars:

- "In-school" truancy remains a major problem. Large numbers of students go to school each day and report at attendance-taking time in mid-morning but are missing from classes, usually in the early or late parts of the school day. One set of figures showed six high schools had a third or more of their students missing one or more classes during the week checked.
- Wide discrepancies exist between the number of disciplinary incidents reported by principals on the one hand and security officers on the other, including such serious offenses as assaults and incidents related to weapons or drugs. Why is there no better accounting on this?
- Students are not expelled in Detroit. They may be suspended, which means sent from one school to another, or "excluded" for a given number of days. There is no consistency from one high school to another in how these measures are applied. Some schools permit repeated acts of violence by the same students. Some are quick to suspend students (send them ot other schools), but some are very slow to suspend. Again, why such inconsistency?

Clearly some principals have greater problems than others. But it also is clear that some are much more lax than others in handling discipline and attendance requirements. These are fundamental to effective education, and the central administration simply cannot ignore the great disparities that exist.

We are a long way from the "educational renaissance" that Superintendent Jefferson has proclaimed, and we will be as long as the administration is not stronger and more persistent.

UNITED STATES DISTRICT COURT
EASTERN DISTRICT OF MICHIGAN
SOUTHERN DIVISION

FILED
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U.S. DISTRICT COURT
EAST. DIST. MICH.

RONALD BRADLEY, et al.,

Plaintiffs,

v. Civil No. 35257

WILLIAM G. MILLIKEN, Governor
of the State of Michigan, et al.,

Defendants.

MEMORANDUM AND ORDER

On March 21, 1979, the Monitoring Commission filed with the court a lengthy report of its study of the Detroit City High Schools. The Monitoring Commission decided to examine each individual high school's response to this court's desegregation order, which has now been in effect for three and one-half years, rather than examining the effect of the order on the system as a whole. This report represents the Commission's first in-depth study of individual high schools.

The report provides background information for comparison of individual high schools and then attributes a numerical rating to each high school which assesses that school's success in delivering court-ordered remedial programs. The report discloses that the majority of the city's high schools has made little or no progress in the implementation of court-ordered remedial programs. It further discloses that there is a pronounced lack of uniformity in the administration of the programs. For example, there are significant differences in the counseling and career guidance programs among the schools. It is apparent that the Detroit Board of Education has not developed guidelines that define the duties of a counselor. In

some schools, counselors have been relegated record-keeping functions, while in others they act as disciplinarians. Similarly, there is a wide variance in the implementation of the Uniform Code of Student Conduct. It is obvious that the Detroit Board has not established a uniform record-keeping system for code infractions. There are significant differences in the number of disciplinary reports submitted by high school principals and security personnel. Similar variations can be observed in each of the other programs ordered by the court.

One might easily conclude from the report that the Detroit Board has knowingly failed to implement the remedial provisions required by our order. The Detroit Board has not responded to the Commission's findings. Although the high school report was filed more than 60 days ago, no party has sought an order compelling a response from the Detroit Board nor filed a motion to conduct hearings on the report. We have concluded that the parties should meet with the court to discuss what action should be taken with respect to the report.

NOW, THEREFORE, IT IS ORDERED that the parties appear in Courtroom No. 252 on Monday, June 11, 1979 at 9:30 A.M.

Robert E. DeMascio
United States District Judge

Dated: May 30, 1979

UNITED STATES DISTRICT COURT
EASTERN DISTRICT OF MICHIGAN
SOUTHERN DIVISION

RONALD BRADLEY, et al.,

Plaintiffs,

v. Civil No. 35257

WILLIAM G. MILLIKEN, Governor
of the State of Michigan, et al.,

Defendants.
_____/

MEMORANDUM OPINION

The defendant Detroit Board of Education petitioned the court for approval of a proposed pupil reassignment plan that would reduce from 21,500 to 15,000 the number of students transported for desegregation, a reduction of 6500 students. In support of its petition, the Detroit Board reminds us that the school district is now 85% black, that there are not enough white students to continue the current pupil reassignment plan, and that the current plan transports black students to predominantly black schools. Since the Detroit Board has always transported approximately 14,500 students for purposes unrelated to desegregation, the practical effect of the proposed plan is to eliminate all transportation for desegregative purposes.[1]

[1] The evidence produced by the Detroit Board of Education at the remedial hearings in 1975 established that 14,400 students were transported to relieve overcrowding, to avoid dangerous crossings and for special education. See Bradley v. Milliken, 402 F.Supp. 1096, 1134 (E.D. Mich. 1975).

The plaintiffs are opposed to any modification of the current student reassignment plan. They contend that, since the Detroit Board's appeal of our August 7, 1978 opinion and order is pending, we lack jurisdiction to entertain the instant petition. In that opinion, we concluded that a greater degree of desegregation could be achieved in Regions 1 and 2. The Detroit Board responds that we do have jurisdiction because its proposed plan does not affect Regions 1, 5 and 8, the specific regions we were directed to reconsider by the Court of Appeals. See Bradley v. Milliken, 540 F. 2d 229, 239-40 (6th Cir. 1976).

We decline to approve a plan that reduces the number of students transported for desegregative purposes at a time when we have concluded that a greater degree of desegregation is possible in Region 1 by using students from Region 2. If we were to grant the Detroit Board's petition to reduce by 6500 the number of students transported, the ultimate result would be that students would no longer be transported for desegregative purposes. If the Detroit Board wishes to achieve that result, it should say so forthrightly so that the parties and the entire school community may know the goals the Detroit Board seeks to achieve.

We are greatly concerned with the manner in which the Detroit Board sought to modify the pupil reassignment portion of our desegregation order. Counsel for the plaintiffs advised the court

that, on several occasions, the general superintendent had publicly announced his intention to reduce the number of students being transported. As it later developed, the general superintendent, without first petitioning the court, had actually forwarded written notices advising 6500 students of a change in their school assignment.[2/] The Detroit Board did not file the instant petition until plaintiffs' counsel reminded the general superintendent that prior court approval was required for any modification of the current student assignment plan.

We are concerned as well with the efforts of the Detroit Board to implement the court ordered remedial programs. After reviewing the March 21, 1979 Monitoring Commission Report, we concluded that the Detroit Board has knowingly failed to implement the remedial programs ordered by the court in 1975. The evidence presented at the July 23, 1979 hearing on the Monitoring Commission Report fully supports our conclusion. That report, now a part of this record, is unrefuted and establishes that the Detroit Board is lagging in its implementation of court ordered remedial programs. For example, a Monitoring Commission Subcommittee has repeatedly advised that the Uniform Code of Student

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2/ When we orally denied its petition, the Board sent a second notice which reinstated the court ordered plan. By attempting to circumvent the court order, the Detroit Board unnecessarily created a chaotic condition. The court has been inundated with telephone calls from parents of students receiving the second notice wishing an explanation from the court for the confusion caused by the Detroit Board.

Conduct has not been applied uniformly. The Subcommittee pointed out that illegal behavior resulted in suspensions after the first incident in some schools, while repeated incidents of the same offense in other schools resulted in exclusions. In some schools, students were being excluded or suspended for being truant from school or class, while in other schools the infraction was completely overlooked. 3/ The Monitoring Commission also found that the school system did not have a definitive counseling and career guidance program. In the majority of the city high schools, counselors were spending much of their time on recordkeeping chores and clerical duties associated with student discipline rather than performing counseling and guidance functions. There are serious differences among the various regions over the appropriate functions of a counselor. The evidence developed at the July 23, 1979 hearing also disclosed that the school-community relations program functions in some schools and is non-existent in others.

Moreover, the Monitoring Commission has focused our attention on the fact that the Detroit Board has not really given a high priority to implementing the court ordered remedial programs. The Monitoring Commission agrees that the administrative structure of the school system makes it impossible to uniformly implement the remedial programs. There is no one in the school system with authority to direct the day-to-day implementation of these remedial programs. Although we have cast

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3/ See Summary Report - Student Code of Conduct Subcommittee - August 8, 1978.

much of the responsibility to implement these programs upon the general superintendent, he has not succeeded. We are persuaded that he has not willfully failed to do so in contempt of our order; he simply does not have on-line authority to direct the day-to-day implementation of court orders.

In response to suggestions made by the plaintiffs to cure these glaring deficiencies, the Detroit Board asserts that the responsibility to implement court orders rests with it and its administrators and that plaintiffs' suggestion to restructure the internal procedures of the Detroit Board will impede rather than expedite the implementation effort. Although it believes that it has implemented the remedial programs, the Detroit Board points out that rather than engage in a prolonged hearing, it would acknowledge that there is room for improvement. In response to the Monitoring Commission Report, the Detroit Board has advanced new and additional techniques for implementing the remedial programs. The Detroit Board again acknowledges its willingness to carry out the court ordered programs and suggests that the proper recourse to follow in the event it fails to do so is for the court to invoke its contempt powers rather than adopt plaintiffs' proposals for centralized implementation.

Even if we assume that the Detroit Board remains willing to implement the court ordered remedial programs, we are persuaded that the present administrative structure so diffuses responsibility that uniform implementation is impossible. If the general superintendent

is willing to implement the programs, he clearly lacks the authority to do so. [4/] The plaintiffs have made several suggestions for curing the deficiencies reported by the Monitoring Commission at the July 23, 1979 hearing. We are persuaded that the court must act to ascertain that its orders can be implemented. We agree with plaintiffs that the court should hold hearings at which all parties may be heard before deciding upon a solution for the problems that exist. An appropriate order will be entered.

IT IS SO ORDERED.

Robert E. DeMascio
United States District Judge

Dated: September 6, 1979

[4/] Although the court ordered the state to provide one-half of the funds necessary to finance court ordered remedial programs, the general superintendent has been unable to obtain the information requested by the state so that the state superintendent could verify the total cost of the court ordered programs and seek appropriation of one-half that amount.

See attorney general's August 13, 1979 letter to the court and attachment addressed to Dr. Arthur Jefferson, dated June 18 and August 9, 1979.

UNITED STATES DISTRICT COURT
EASTERN DISTRICT OF MICHIGAN
SOUTHERN DIVISION

RONALD BRADLEY, et al.,

Plaintiffs,

v. Civil No. 35257

WILLIAM G. MILLIKEN, Governor
of the State of Michigan, et al.,

Defendants.
_____/

ORDER

The defendant Detroit Board of Education having filed a petition to reduce by 6500 the number of students transported; and the court having held a hearing on July 23, 1979 on a Monitoring Commission Report, filed March 21, 1979; and the court having entered its Memorandum Opinion of this date;

NOW, THEREFORE, IT IS ORDERED that the Detroit Board's petition to reduce by 6500 the number of students transported from 21,500 to 15,000 be and the same hereby is DENIED;

IT IS FURTHER ORDERED that a hearing be held on Monday, September 17, 1979, at 10:00 a.m. at which time the parties will produce evidence from which the court may determine the steps to be taken to assure greater progress in the implementation of its desegregation order.

Robert E. DeMascio
United States District Judge

Dated: September 6, 1979

U. S. DISTRICT COURT
Judge Robert E. DeMascio

6-12-79
3-26-80

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United States District Court
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